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**AGENDA FOR THE EXECUTIVE**

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Members of the Executive are summoned to attend a meeting to be held in Committee Room 4, Town Hall, Upper Street, N1 2UD on **12 March 2015 at 7.30 pm.**

**John Lynch**  
**Head of Democratic Services**

Enquiries to : Philippa Murphy  
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Despatched : 4 March 2015

**Membership 2013/14**

Councillor Richard Watts  
Councillor Janet Burgess MBE  
Councillor Joe Caluori  
Councillor Paul Convery  
Councillor Andy Hull  
Councillor James Murray  
Councillor Claudia Webbe  
Councillor Asima Shaikh

**Portfolio**

Leader of the Council  
Executive Member Health and Wellbeing  
Executive Member Children and Families  
Executive Member Community Safety  
Executive Member Finance and Performance  
Executive Member Planning and Development  
Executive Member for Environment and Transport  
Executive Member for Economic and Community Development

**Quorum is 4 Councillors**

**Please note**

It is likely that part of this meeting may need to be held in private as some agenda items may involve the disclosure of exempt or confidential information within the terms of Schedule 12A of the Local Government Act 1972. Members of the press and public may need to be excluded for that part of the meeting if necessary. Those items are at Section H of the agenda - Paragraph 3, Schedule 12A of the Local Government Act 1972 applies.

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



## Declarations of interest:

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

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

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

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

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

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**E. Urgent non-exempt matters**

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

**F. Exclusion of press and public**

To consider whether to exclude the press and public during discussion of the remaining items on the agenda, in view of their confidential nature, in accordance with Schedule 12A of the Local Government Act 1972.

**G. Confidential / exempt items for information**

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**H. Urgent Exempt Matters**

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

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# Agenda Item 3

London Borough of Islington

**Executive - 12 February 2015**

Minutes of the meeting of the Executive held at Committee Room 4, Town Hall, Upper Street, N1 2UD on 12 February 2015 at 7.30 pm.

**Present:**                      **Councillors:**    Watts, Burgess, Caluori, Hull, Murray, Webbe and Shaikh

**Councillor Richard Watts in the Chair**

**95        APOLOGIES FOR ABSENCE**

Apologies for absence were received from Councillor Paul Convery.

**96        DECLARATIONS OF INTEREST**

None.

**97        MINUTES OF THE MEETING HELD ON 15 JANUARY 2015**

That the minutes of the meeting on 15 January 2015 be confirmed as a correct record and the Chair be authorised to sign them.

**98        BUDGET PROPOSALS 2015-16**

**RESOLVED:**

That the following recommendations be agreed and recommended to the Council meeting on 26 February 2015:

**The General Fund Budget 2015-16 and MTFS (Section 3 of the Main Report)**

- 2.1    To agree the 2015-16 net Council cash limits as set out in **Table 1 (paragraph 3.1.4)** and the MTFS at **Appendix A**, which include the revenue savings in **Appendix B**.
- 2.2    To note the report of the Policy and Performance Scrutiny Committee on 22<sup>nd</sup> January 2015 in reviewing the 'Budget Proposals 2015-16' and to agree its recommendation for the addition of an invest-to-save scheme comprising the installation of photovoltaic (PV) plates on corporate Council properties (excluding leisure centres, schools and housing, which are subject to ongoing exploration). (**Paragraph 3.1.3 and Appendix B**)
- 2.3    To agree, within the 2015-16 revenue budget, £1.16m from general grant funding to continue to provide a Resident Support Scheme following the reduction in Local Welfare Provision (LWP) funding by the Government on being transferred from specific to general grant, and to note that we will review expenditure on the Resident Support Scheme in the first three months of

## Executive - 12 February 2015

2015-16 and supplement this funding as required from the Housing Benefit Reserve up to the level of the LWP funding for 2014-15 (£1.44m). **(Paragraphs 3.2.5 to 3.2.6)**

- 2.4 To note the requirement to report on the number of maintained schools that have completed the Schools Value Financial Standard (SVFS) by 31<sup>st</sup> March to the Department for Education by 31<sup>st</sup> May each year. **(Paragraph 3.2.15)**
- 2.5 To agree the fees and charges policy and the schedule of 2015-16 fees and charges. **(Paragraph 3.2.16-17 and Appendix C)**
- 2.6 To agree the Council's policy on the level of General Fund balances and the estimated use of the Council's earmarked reserves. **(Paragraph 3.2.21-22 and Table 3)**

### **The HRA Budget and MTFs (Section 4 of the Main Report)**

- 2.7 To agree the balanced HRA 2015-16 budget within the HRA MTFs at **Appendix D1**.
- 2.8 To agree the proposed increases in 2015-16 for HRA rents and other fees and charges. **(Paragraphs 4.4 to 4.9, Table 5 and Appendix D2)**

### **The Capital Programme 2015-16 to 2017-18 (Section 5 of the Main Report)**

- 2.9 To agree the 2015-16 capital programme and note the provisional programme for 2016-17 to 2017-18, which includes funding for an expanded Phase 2 Bunhill heat and power scheme (funded on the expectation that it will be a priority for planning gain from developments in Bunhill). **(Paragraph 5.1, Table 6 and Appendix E1)**
- 2.10 To agree that the Corporate Director of Finance and Resources applies capital resources to fund the capital programme in the most cost-effective way. **(Paragraph 5.3)**
- 2.11 To note the schemes that comprise the Capital Allowance pot of eligible affordable housing and regeneration schemes. **(Paragraph 5.4 and Appendix E1)**
- 2.12 To note the schedule of planned Traffic and Transportation schemes in 2015-16 and agree the related decision-making responsibilities for these schemes. **(Paragraph 5.5 and Appendix E2)**

### **Treasury Management Strategy (Section 6 of the Main Report)**

- 2.13 To agree the Treasury Management Strategy, Annual Investment Policy, Prudential Indicators, Minimum Revenue Provision Policy Statement and investment criteria. **(Section 6 and Appendices F1 to F4)**

### **Council Tax 2015-16, incl. Statutory Calculations (Section 7 of the Main Report)**

- 2.14 To agree the calculations required for the determination of the 2015-16 council tax requirement and the level of council tax as detailed in **Section 7** and summarised below.

## Executive - 12 February 2015

- 1) The 2015-16 council tax requirement of £70,648,601. (**Paragraph 7.4**)
- 2) The relevant amount of Islington Band D council tax of £981.22, a 1.99% increase compared to 2014-15, and to determine that this is not 'excessive'. (**Paragraphs 7.5 and 7.6**)
- 3) The basic amount of Islington Band D council tax for dwellings to which no special item relates (i.e. outside of the Lloyd Square Garden area) of £981.01 and total Band D council tax (including the GLA precept) of £1,276.01. (**Paragraphs 7.8 and 7.12**)
- 4) The amount of 2015-16 council tax (excluding the GLA precept) for each valuation band over each of the Council's areas. (**Paragraph 7.10**)
- 5) The total amount of 2015-16 council tax (including the GLA precept) for each valuation band over each of the Council's areas. (**Paragraph 7.12**)

### **Matters to consider in setting the Budget (Section 8 of the Main Report)**

- 2.15 To note the Section 151 Officer's and the Monitoring Officer's comments in their determination of the revenue and capital budgets for 2015-16 and the basis for the level of council tax, including the Section 151 Officer's report in relation to his responsibilities under section 25 (2) of the Local Government Act 2003.
- 2.16 To note the Resident Impact Assessment (RIA) on the 2015-16 budget. (**Appendix G**)
- 2.17 To agree the Pay Policy Statement for 2015-16 at **Appendix H**.

Reason for decision – to allow Councillors to set a balanced budget.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

## **99 FINANCIAL POSITION AS AT 31 DECEMBER 2014**

### **RESOLVED:**

- 1.1. That the overall forecast revenue outturn for the General Fund of a £0.5m underspend be noted. (**Paragraph 3.1, Table 1 and Appendix 1 of the report**).
- 1.2. That the HRA is forecast to break-even over the financial year be noted. (**Paragraph 3.1, Table 1 and Appendix 1 of the report**)
- 1.3. That the latest capital position be noted and the planned drawdown of £1m from the Invest to Save reserve towards the Working Without Walls technology enabling programme be agreed. (**Section 6, Paragraph 6.2, Table 2 and Appendix 2**)

Reason for decision – to allow Councillors to monitor the budget  
 Other options considered – none, other than as detailed in the report and related papers  
 Conflicts of interest / dispensations granted – none.

100

**BUILDING NEW COUNCIL HOMES: PROPOSED APPLICATION FOR A COMPULSORY PURCHASE ORDER IN RESPECT OF 3 & 5 ROWSTOCK GARDENS, CAMDEN ESTATE, N7 0BG AND 8,9 AND 10 TURNPIKE HOUSE, KINGS SQUARE ESTATE, EC1V 7PB**

**RESOLVED:**

1.1 That the Corporate Director for Finance and Resources, in consultation with the Executive member for Housing and Corporate Director for HASS, be authorised to take all necessary steps, including the making of Compulsory Purchase Orders (CPO) under section 226(1)(a) of the Town and Country Planning Act 1990, General Vesting Declarations or Notices to Treat to ensure that the leasehold and any other interests in the properties described in the table below where attempts to negotiate a voluntary acquisition of the leasehold interest in accordance with the development timetable have failed.

Address of premises				Interest to be acquired
Number	Block	Estate	Postcode	
3	Rowstock Gardens	Camden Estate	N7 0BG	Residential long leasehold
5	Rowstock Gardens	Camden Estate	N7 0BG	Residential long leasehold
8	Turnpike House	King Square	EC1V 7PB	Residential long leasehold
9	Turnpike House	King Square	EC1V 7PB	Residential long leasehold
10	Turnpike House	King Square	EC1V 7PB	Residential long leasehold

1.2 That, where the Corporate Director of Finance and Resources approves the making of a CPO , the Assistant Chief Executive (Governance and HR) be authorised to take all necessary steps to secure the making, confirmation and implementation of the CPO, including the approval of agreements with the owners and any objectors for the withdrawal of objections to the CPO, the settling of compensation and the acquisition of all interests in the properties on terms recommended by the Corporate Director of Finance and Resources.

1.3 That the use of CPO powers in respect of the properties identified in this report is being exercised after balancing the rights of the individual property owners with the requirement to obtain possession of the properties in the public interest be agreed.

1.4 That the interference with the human rights of the property owners affected by the proposals in this report, and in particular their rights to a home and to the



ownership of property, is proportionate, given their rights to object and to compensation, and the benefit to the economic, social and environmental wellbeing of the areas of Islington affected by these proposals be agreed.

Reason for decision – to secure the development of new council homes to help address the shortage of affordable housing in the borough.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**101      PROCUREMENT STRATEGY FOR PUBLIC PROTECTION ANTI-SOCIAL BEHAVIOUR PATROL SERVICES**

**RESOLVED:**

1.1 That the proposed procurement strategy for Public Protection Anti-Social Behaviour Patrol Services as outlined at paragraph 3.9 of the report, be approved.

1.2 That authority to award of the contract be delegated to the Corporate Director of Environment and Regeneration in consultation with the Executive Member for Community Safety be agreed.

Reason for decision – to address anti-social behaviour issues in the borough.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**102      APPROVAL OF THE PROCUREMENT STRATEGY FOR TAXI AND PASSENGER ATTENDANT CONTRACT**

**RESOLVED:**

1.1 That the procurement strategy for the Council's Taxi and Attendant Contract as outlined at paragraph 3.9 of the report be agreed.

1.2 That authority to award of the contract be delegated to the Corporate Director of Environment and Regeneration in consultation with the Executive Member for Environment and Transport be agreed.

1.3 That the contract will be administered by the Accessible Community Transport Service in partnership with the London Borough of Camden and possibly other local authorities e noted.

Reason for decision – to ensure continuity of service provision

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**103**      **APPROVAL OF THE PROCUREMENT STRATEGY FOR HOUSING REPAIRS - SCAFFOLDING (NORTH AND SOUTH)**

**RESOLVED:**

- 1.1 That a two stage, closed tender for the procurement of the housing repairs scaffolding contracts (north and south), based on 70% awarded for price and 30% awarded for quality be agreed.
- 1.2 That the scaffolding contract will be to the bidder that submits the most economically advantageous tender following completion of the tender process be agreed.
- 1.3 That authority be delegated to the Corporate Director of Housing and Adult Social Services, in consultation with the Executive Member for Housing and Development, to award the Scaffolding contracts following the tender process outlined in 2.1 of the report be agreed.

Reason for decision – to ensure the effective delivery of the newly in-sourced Housing Repairs Service.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**104**      **APPROVAL OF THE PROCUREMENT STRATEGY FOR DOMESTIC BOILER INSTALLATION PROGRAMME WITH RESPONSIVE REPAIRS AND SERVICING INCLUDING OUT OF HOURS EMERGENCY COVER CONTRACT**

**RESOLVED:**

- 1.1 That the procurement strategy for domestic boiler installation programme with back-up service for responsive repairs and servicing (including for out of hours emergency cover) as outlined at paragraph 1.3. of the report be approved.
- 1.2 That the Corporate Director of Housing and Adult Social Services be authorised, in consultation with the Executive member for Housing and Development, to appoint contractors to the boiler installation framework following the tender process.

Reason for decision – to ensure the effective delivery of the newly in-sourced Gas Service.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**105**      **APPROVAL OF PROCUREMENT STRATEGY FOR HOUSING SUPPORT SERVICES FOR PEOPLE WITH SUBSTANCE MISUSE ISSUES**

**RESOLVED:**

- 1.1 That the proposed procurement strategy for housing support services for substance misusers as outlined within this report be agreed.
- 1.2 That it be noted that the Executive will be asked to approve the award of the contract at the conclusion of the procurement process.

Reason for decision – to improve access to accommodation and support for substance misusers to achieve independence, prevent homelessness and promote independence.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**106      APPROVAL OF PROCUREMENT STRATEGY FOR SPECIALIST SUBSTANCE MISUSE SERVICES**

**RESOLVED:**

- 1.1 That the proposed procurement strategy for Specialist Substance Misuse Services be agreed. Agreements will be up to seven years for the delivery of these services following a process in line with the proposed procurement strategy.
- 1.2 That the extension to the existing contracts with Camden and Islington NHS Foundation Trust and Whittington Health NHS Trust for the delivery of Specialist Substance Misuse Services for an additional twelve months in order to deliver this procurement and realise the significant cost savings within the current service model ahead of the procurement process be agreed.
- 1.3 That authority to make decisions relating to the procurement process and the award of the contract be delegated to the Director of Public Health in agreement with the Executive Member of Health and Wellbeing be agreed.

Reason for decision – to improve the recovery outcomes of substance misusers with complex needs (alcohol and drugs) and support GPs to treat people in primary care.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**107      APPROVAL OF THE PROCUREMENT STRATEGY FOR A MENTAL HEALTH CRISIS PREVENTION SERVICE**

**RESOLVED:**

- 1.1 That the procurement strategy for Mental Health Crisis Prevention Service as outlined at paragraph 3.4 of the report be agreed.
- 1.2 That it be noted that the Executive will be asked to approve the award of the contract at the conclusion of the procurement process.

Reason for decision – to ensure continuity of service provision.

Other options considered – none, other than as detailed in the report and related papers

Conflicts of interest / dispensations granted – none.

**108**      **APPROVAL OF THE PROCUREMENT STRATEGY FOR MENTAL HEALTH SUPPORTED ACCOMMODATION**

**RESOLVED:**

- 1.1 That the procurement strategy for Mental Health Supported Accommodation Service as outlined at paragraph 3.4 of the report be agreed.
- 1.2 That the Executive will be asked to approve the award of the contract at the conclusion of the procurement process be noted.

Reason for decision – to ensure continuity of service provision  
Other options considered – none, other than as detailed in the report and related papers  
Conflicts of interest / dispensations granted – none.

**109**      **APPROVAL OF THE PROCUREMENT STRATEGY FOR A JOINT CAMDEN AND ISLINGTON ORAL HEALTH PROMOTION SERVICE CONTRACT**

**RESOLVED:**

- 1.1 That the proposed procurement strategy for the Joint Oral Health Promotion Service as outlined within this report be agreed.

Reason for decision – to allow the Council to meet its duty to provide oral health promotion services.  
Other options considered – none, other than as detailed in the report and related papers  
Conflicts of interest / dispensations granted – none.

MEETING CLOSED AT 7.44 pm

CHAIR



Report of: Assistant Chief Executive – Governance and Human Resources

Meeting of:	Date	Ward(s)
Executive	12 March 2015	n/a

## SUBJECT: APPOINTMENTS TO BE MADE BY THE EXECUTIVE

### 1. Synopsis

- 1.1 This report seeks approval of the appointment of Cllr Asima Shaikh to the Associated Joint Committee - London Councils' Grants Committee.

### 2. Recommendations

(a) To appoint Cllr Asima Shaikh to replace Cllr Rakhia Ismail on the Associated Joint Committee – London Councils' Grants Committee for the remainder of the municipal year 2014/2015, or until a successor are appointed.

### 3. Background

#### 3.2 **ASSOCIATED JOINT COMMITTEE - LONDON COUNCILS' GRANTS COMMITTEE**

The Grants Committee of London Councils deals with the London Boroughs Grants Scheme for voluntary organisations under Section 48 of the Local Government Act 1985. Under the scheme, £28m a year is invested in voluntary organisations on behalf of all London councils. 400 organisations are funded, with individual grants ranging from between £5,000 and £500,000. All of the grants seek to improve the lives of people who live, work in and visit London.

These appointments are required to be made by the Executive because the exercise of functions under Section 48 of LGA 1985 is an executive function.

#### **Membership**

The Committee comprises 33 representative members, one from each of London's local councils. Under an agreement entered into by the London boroughs in respect of the Joint Committee, Islington Council is entitled to appoint an elected member representative and one or more deputies to the Joint Committee, who must also be members of the Executive.

### 4. Implications

#### 4.1 **Financial implications**

The Grants Committee of London Councils deals with the London Boroughs Grants Scheme for voluntary organisations under Section 48 of the Local Government Act 1985. Under the scheme, £28m a year is invested in voluntary organisations on behalf of all London councils. The Voluntary and

Community Sector Committee approves London Councils' Grants Committee budget and Islington's subscription each year.

#### 4.2 **Legal Implications**

These are contained in the body of the report.

#### 4.3 **Environmental Implications**

The environmental impacts have been considered and it was identified that the proposals in this report would have no adverse impacts on the following:

- Energy use and carbon emissions
- Use of natural resources
- Travel and transportation
- Waste and recycling
- Climate change adaptation
- Biodiversity
- Pollution

#### 4.4 **Resident Impact Assessment**

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

A significant proportion of the grants made by the Grants Committee are to organisations meeting the needs and priorities of a wide range of Islington's community and, in particular, aimed at improving fairness and equality in the Borough.

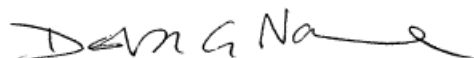
### 5. **Conclusion and reasons for recommendations**

- 5.1 The Executive is responsible for making one member appointment and up to four deputies to the Grants Committee of London Councils to enable the Council's representatives to participate in meetings.

**Background papers:** None.

Final report clearance:

**Signed by:**



Assistant Chief Executive – Governance and  
Human Resources

13 February 2015

Date



### Report of: Executive Member for Finance and Performance

Meeting of:	Date	Ward(s)
Executive	12 <sup>th</sup> March 2015	

## FINANCIAL POSITION AT 31<sup>st</sup> JANUARY 2015

### **1. SYNOPSIS**

- 1.1 This report presents the forecast outturn position for 2014-15 as at 31<sup>st</sup> January 2015. Overall, the forecast is a £0.4m General Fund underspend including corporate items. The Housing Revenue Account (HRA) is forecast to break-even over the year. It is forecast that £96.1m of capital expenditure will be delivered in 2014-15.

### **2. RECOMMENDATIONS**

- 2.1. To note the overall forecast revenue outturn for the General Fund of a £0.4m underspend. **(Paragraph 3.1, Table 1 and Appendix 1)**
- 2.2. To note that the HRA is forecast to break-even over the financial year. **(Paragraph 3.1, Table 1 and Appendix 1)**
- 2.3. To note the latest capital position with forecast capital expenditure of £96.1m in 2014-15. **(Section 6, Paragraph 6.1, Table 2 and Appendix 2)**
- 2.4. To amend the Islington Retail Relief Scheme to enable the payment of up to £1,500 business rates discretionary retail relief for 2015/16. **(Paragraph 4.15)**

### **3. CURRENT REVENUE POSITION: SUMMARY**

- 3.1. A summary position of the General Fund and Housing Revenue Account is shown in **Table 1** with further detail contained in **Appendix 1**.

**Table 1: General Fund and HRA Estimated Outturn at 31<sup>st</sup> January 2015**

	<b>VARIANCE Month 10 (£000)</b>
<b><u>GENERAL FUND</u></b>	
Finance and Resources	0
Chief Executive's	(87)
Core Children's Services (Excluding Schools)	(610)
Environment and Regeneration	21
Housing and Adult Social Services	1,925
Public Health	0
Net Departments	<b>1,249</b>
Corporate Items	(1,665)
<b>Total excluding contingencies</b>	
Unallocated contingency budgets	0
<b>TOTAL PROJECTED (UNDER)/OVERSPEND</b>	<b>(416)</b>
<b><u>HOUSING REVENUE ACCOUNT</u></b>	
<b>NET (SURPLUS) / DEFICIT</b>	<b>0</b>

#### **4. GENERAL FUND**

##### **Finance and Resources Department (zero variance)**

- 4.1. The Finance and Resources Department is currently forecasting a break-even position.

##### **Chief Executive's Department (-£0.1m)**

- 4.2. An underspend of (-£0.1m) is forecast in the Chief Executive's Department, due to staffing variances and some additional income.

##### **Children's Services (General Fund: -£0.6m, Schools: -£4.2m)**

- 4.3. An underspend of (-£0.6m) is forecast for the General Fund (non-schools) Children's Services budget. This is due to an underspend against the Council's Universal Free School Meals budget following the introduction of statutory free school meals for all pupils in Reception to Year 2 (-£0.35m); a staffing underspend due to vacancies in the Play and Youth Service and Youth Careers (-£0.25m); the early delivery of 2015-16 administrative savings within the Partnerships and Support Services division (-£0.15m); an underspend due to staffing vacancies in Children's Centres and lower than expected spend against the Grant Aid budget in Early Years (-£0.1m); a staffing underspend due to vacancies in School Improvement (-£0.1m); an underspend relating to ICT and Data staffing vacancies (-£0.1m); and an overspend of (+£0.45m) due to underlying demographic pressures on Special Educational Needs transport.

##### **Schools (-£4.2m)**

- 4.4. A Dedicated Schools Grant (DSG) underspend of (-£4.2m, 2.8% of DSG) is forecast. This is due to the carry forward of Early Years DSG funding from 2013-14 that will be used to smooth in expected DfE funding reductions for the statutory entitlement for free childcare for deprived 2-year olds from 2015, when funding will be allocated to local authorities based on take-up (-£3.6m); Schools Forum have agreed to hold off allocating £0.4m from the 2013-14 DSG carried-forward underspend pending confirmation of sufficient headroom from the growth in DSG in 2015-16 and 2016-17 to enable re-



designed pupil, school and early years services to be funded (-£0.4m); a forecast underspend in Early Years in relation to the provision of nursery places for 3 and 4 year old places reflecting demand following the October Census (-£0.1m); and a delay in redevelopment of the outdoor space and Multi Use Games Area at the Pupil Referral Unit (-£0.1m). DSG variances are managed through the Schools Forum.

#### **Environment and Regeneration (zero variance)**

- 4.5. The Environment and Regeneration Department is currently forecasting a break-even position. This is after the £0.9m in-year corporate savings previously applied to structural overspends in the department. There is a remaining pressure in relation to the Houses in Multiple Occupation (HMO) Licence income shortfall (+£0.2m). However, this and other volatile income streams are being managed allowing the department to forecast a balanced position.

#### **Housing and Adult Social Services (+£1.9m)**

##### **• Adult Social Care (-£0.2m)**

- 4.6. There is a small, net forecast underspend of (-£0.2m) for Adult Social Services, spread across a number of budget areas. This forecast includes the agreed allocation of demographic contingency for the full-year effect of 2013-14 placements of (+£0.5m) and the part-year effect of 2014-15 placements (+£1.0m), and the agreed allocation of general contingency (+£1.4m) to enable the contractors of the Provision of Comprehensive Domiciliary Care Services in Islington to pay the London Living Wage.

##### **• Housing General Fund (+£2.1m)**

- 4.7. The Housing General Fund continues to be impacted by increased demand for temporary accommodation (TA) and the increased cost of supplying it, exacerbated by ongoing changes to the housing benefit regulations (implementation of Local Housing Allowance caps) and the changes to the welfare support system. This has resulted in a net financial pressure of £2.1m in 2014-15 (after the previous application of £0.4m in-year corporate savings to structural overspends within the temporary accommodation procurement and rental income budgets).
- 4.8. There has been some mitigation of the impact of the £500 per week benefit cap in that TA households affected are currently in receipt of transitional Discretionary Housing Payment protection.
- 4.9. The main actions being taken to control the pressure are:
- 4.9.1. Options and service delivery strategies have been considered and are currently in the process of being implemented that aim to reduce: the numbers of admissions and consequently the number of families being placed in TA; the length of stay; and the cost of procuring TA.
- 4.9.2. The extent to which the different approaches/strategies are successful is under constant review and the financial impact will be closely monitored as the financial year progresses.

#### **Public Health (zero variance)**

- 4.10. Public Health is funded via a ring-fenced grant of £25.4m for 2014-15. The public health grant is committed against existing public health services and programmes, continuing from the previous year and transferred to the Council via a transfer scheme in April 2013, and public health services and programmes included in larger NHS contracts. The grant is forecast to be spent in line with the overall allocation, with any underspend at year-end ringfenced and carried forward to the following year earmarked for Public Health.

### **Corporate Items (-£1.7m)**

- 4.11. The Council continues to follow a successful Treasury Management Strategy of shorter-term borrowing at low interest rates. The current forecast is that this will save the General Fund (-£1.9m) in interest charges over the financial year. The Treasury Management Strategy is kept under constant review to ensure that available resources are optimised and the longer-term interest rate position reviewed.
- 4.12. Joint work between Council departments has resulted in the streamlining and consolidation of funding for a wide range of service contracts which has resulted in savings of (-£1.0m) across the Council.
- 4.13. In addition, there is an upfront income saving of (-£0.5m) from leasing street furniture to network operators and a (-£0.6m) saving in respect of the 2.2% pay award with effect from 1<sup>st</sup> January 2015 (3 months) compared to the full year 1% provided in the 2014-15 budget.
- 4.14. These savings are offset by:
- 4.14.1. Corporate savings of (+£1.3m) being applied to the structural overspends in Environment and Regeneration and Housing General Funding. This is a net-nil impact overall as the Environment and Regeneration Department and Housing General Fund overspends are reduced, in respect of this applied funding, by the same amount.
- 4.14.2. There is a pressure of (+£1.0m) created by uncontrollable expenditure due to the Council's statutory duty to provide assistance to all destitute clients who are Non-European Union nationals and can demonstrate need under Section 21 of the National Assistance Act, 1948. This is commonly referred to as No Recourse to Public Funds (NRPF).

### **Business Rates Discretionary Retail Relief**

- 4.15 The government introduced discretionary retail relief of £1,000 for each retail business in 2014/15 through to 2015/16. This was fully funded by government and the Council's Executive approved an Islington Scheme on 3 March 2014. Rate payers were contacted directly and 1,519 businesses had a reduction in their bills in 2014/15. The government announced recently that the maximum relief can be increased to £1,500 for 2015/16 and it is recommended that the Islington Retail Relief Scheme is amended to allow for this level of discretionary retail relief to be applied.

### **Contingencies (zero variance)**

- 4.16 Following the allocation of demographic contingency to Adult Social Services relating to the full-year effect of 2013-14 placements (+£0.5m) and the part-year effect of 2014-15 placements (+£1.0m), and the allocation of general contingency (+£1.4m) to Adult Social Services to enable the contractors of the Provision of Comprehensive Domiciliary Care Services in Islington to pay the London Living Wage, the 2014-15 contingency budget has been fully allocated.

## **5. HOUSING REVENUE ACCOUNT**

- 5.1. The HRA is forecast to be balanced in 2014-15, after the application of contingency and a drawdown from working balances. The variances are as follows:

- 5.1.1. Non-recurring impact of repairs re-integration (+£4.6m).
- 5.1.2. Recurring impact of repairs re-integration (+£3.1m).
- 5.1.3. Other HRA non-recurring pressures including welfare reforms, improvements to open spaces and CCTV (+£1.9m).
- 5.1.4. Other HRA recurring pressures including changes to pension contributions and reduction in rent, service charges and other income (+£1.1m).
- 5.1.5. *The above pressures of (+£10.7m) are offset by:*
- 5.1.6. A (-£2.9m) saving from reduced interest on borrowing and capital charges.
- 5.1.7. Additional income from commercial properties (-£0.5m).
- 5.1.8. Reduced energy costs of (-£0.9m).
- 5.1.9. Reduced demand for aids and adaptations work in HRA properties (-£0.8m).
- 5.1.10. Annual leaseholder service charges saving (-£0.2m).
- 5.1.11. Number of void repairs less than budgeted (-£1m).
- 5.1.12. Savings (staffing and administration) in the Resident Engagement/PFI Clienting and New Build Teams (-£0.3m).
- 5.1.13. In-year drawdowns from HRA annual contingency budget of (-£3.5m) and HRA working balances of (-£0.6m).

## **6. CAPITAL PROGRAMME**

- 6.1. It is forecast that £96.1m of capital expenditure will be delivered by the end of the financial year. This is set out by department in **Table 2** below with the latest 2014-15 capital programme detailed at **Appendix 2**.

**Table 2: 2014-15 Capital Programme by Department at 31<sup>st</sup> January 2015**

<b>Department</b>	<b>2014-15 Capital Budget</b>	<b>2014-15 Forecast Expenditure</b>	<b>Forecast Re-profiling to/(from) 2015-16</b>
	<b>(£m)</b>	<b>(£m)</b>	<b>(£m)</b>
Housing and Adult Social Services	62.1	61.0	1.1
Children's Services	8.9	8.9	0.0
Environment and Regeneration	21.3	21.5	(0.2)
Finance and Resources	4.2	4.2	0.0
Corporate Projects	0.5	0.5	0.0
<b>Total</b>	<b>97.0</b>	<b>96.1</b>	<b>0.9</b>

## **7. IMPLICATIONS**

### **Financial Implications**

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

### **Legal Implications**

- 7.2. In practical terms the law requires that the Council must always plan to balance its spending plans against resources so as to avoid a deficit occurring in any year. Accordingly, Members need to be reasonably satisfied that expenditure is being

contained within budget and that the net savings targets for the current financial year will be achieved so as to ensure that income and expenditure balance.

**Environmental Implications**

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

**Resident Impact Assessment**

7.4. A resident impact assessment (RIA) was carried out for the 2014-15 Budget Report approved by Full Council. This report notes the financial performance of the Council for the year to date but does not have any direct policy implications; therefore, it is not considered necessary to carry out a separate RIA for this report.

**Background papers:** None

**Responsible Officer:**

Mike Curtis  
Corporate Director of Finance & Resources

**Report Author:**

Tony Watts  
Head of Financial Planning

**Signed by** .....

Executive Member for Finance and  
Performance

Date

**Appendix 1 - Revenue Budget Monitoring Month 10 2014-15**

<b>GENERAL FUND</b>					
<b>Department / Service Area</b>	<b>Original Budget</b>	<b>Current Budget</b>	<b>Forecast Outturn</b>	<b>Variance Month 10</b>	<b>Variance Month 9</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
<b>FINANCE AND RESOURCES</b>					
Property	1,527	(595)	(385)	210	210
Financial Management	(2,564)	(2,675)	(2,921)	(246)	(246)
Corporate Director of Finance and Resources	25	(3)	(46)	(43)	(43)
Financial Operations and Customer Services	8,047	6,681	6,674	(7)	(7)
Digital Services and Transformation	(31)	1	87	86	86
Internal Audit	643	729	729	0	0
<b>Total</b>	<b>7,647</b>	<b>4,138</b>	<b>4,138</b>	<b>0</b>	<b>0</b>
<b>CHIEF EXECUTIVE'S DEPARTMENT</b>					
Chief Executive	(140)	(20)	(80)	(60)	(60)
Governance and Human Resources	462	1,561	1,534	(27)	(27)
Strategy and Community Partnerships	6,678	8,440	8,440	0	0
<b>Total</b>	<b>7,000</b>	<b>9,981</b>	<b>9,894</b>	<b>(87)</b>	<b>(87)</b>
<b>CHILDREN'S SERVICES</b>					
Learning and Schools	29,408	29,967	25,287	(4,680)	(4,580)
Partnerships and Support Services	9,984	11,686	11,486	(200)	(200)
Targeted and Specialist Children and Families	37,602	40,762	40,762	0	0
<b>Total</b>	<b>76,994</b>	<b>82,415</b>	<b>77,535</b>	<b>(4,880)</b>	<b>(4,780)</b>
<b>ENVIRONMENT AND REGENERATION</b>					
Directorate	0	(95)	(95)	0	0
Planning and Development	2,311	2,886	3,010	124	123
Public Protection	10,761	10,834	11,128	294	291
Public Realm	23,143	26,094	25,697	(397)	(429)
<b>Total</b>	<b>36,215</b>	<b>39,719</b>	<b>39,740</b>	<b>21</b>	<b>(15)</b>
<b>HOUSING &amp; ADULT SOCIAL SERVICES</b>					
Temporary Accommodation (Homelessness Direct)	612	1,096	3,246	2,150	2,150
Housing Benefit	880	880	880	0	0
Housing Needs (Homelessness Indirect)	1,908	1,931	1,931	0	0
Housing Development and Strategy	248	248	248	0	0
Housing Administration	1,993	2,340	2,340	0	0
<b>Housing General Fund Total</b>	<b>5,641</b>	<b>6,495</b>	<b>8,645</b>	<b>2,150</b>	<b>2,150</b>
Adult Social Care	31,314	31,447	31,669	222	222
Community Services	15,219	16,898	16,701	(197)	(197)
Strategy and Commissioning	31,563	33,471	33,221	(250)	(250)
<b>Adult Social Services Total</b>	<b>78,096</b>	<b>81,816</b>	<b>81,591</b>	<b>(225)</b>	<b>(225)</b>
<b>HASS Total</b>	<b>83,737</b>	<b>88,311</b>	<b>90,236</b>	<b>1,925</b>	<b>1,925</b>
<b>PUBLIC HEALTH</b>					
NHS Health Checks	358	391	363	(28)	(28)
Obesity and Physical Activity	863	863	872	9	9
Other Public Health	(21,069)	(21,260)	(21,241)	19	19
Sexual Health	8,546	8,231	8,310	79	79
Smoking & Tobacco	665	820	634	(186)	(186)
Substance Misuse	8,858	9,176	9,223	47	47
Children and Young People	1,779	1,779	1,656	(123)	(123)
	<b>0</b>	<b>0</b>	<b>(183)</b>	<b>(183)</b>	<b>(183)</b>
Less Projected Ring-Fenced Schools Related Underspend	0	0	4,270	4,270	4,170
Less Projected Ring-Fenced Public Health Underspend	0	0	183	183	183
<b>GROSS DEPARTMENT TOTAL</b>	<b>211,593</b>	<b>224,564</b>	<b>225,813</b>	<b>1,249</b>	<b>1,213</b>

**Appendix 1 - Revenue Budget Monitoring Month 10 2014-15**

Department / Service Area	Original Budget	Current Budget	Forecast Outturn	Variance Month 10	Variance Month 9
	£'000	£'000	£'000	£'000	£'000
<b>CORPORATE ITEMS</b>					
Corporate and Democratic Core / Non Distributed Costs	16,626	16,675	16,675	0	0
Insurance Fund	(300)	(300)	(300)	0	0
Transfer to/(from) Reserves	6,727	831	831	0	0
Levies	22,273	22,273	22,473	200	200
Appropriations / Technical Accounting Entries	0	0	0	0	0
Provisions	0	0	0	0	0
Corporate Financing Account	(13,276)	(13,276)	(15,176)	(1,900)	(1,900)
Unringfenced Grants	(15,996)	(16,157)	(16,157)	0	0
Other Corporate Items	2,524	(761)	(1,758)	(997)	(1,023)
Core Government Funding / Council Tax	(234,117)	(234,117)	(234,117)	0	0
No Recourse to Public Funds	268	268	1,300	1,032	1,033
<b>Corporate Items Total</b>	<b>(215,271)</b>	<b>(224,564)</b>	<b>(226,229)</b>	<b>(1,665)</b>	<b>(1,690)</b>
<b>TOTAL NET OF CORPORATE ITEMS</b>	<b>(3,678)</b>	<b>0</b>	<b>(416)</b>	<b>(416)</b>	<b>(477)</b>
Demographic Contingencies	2,377	0	0	0	0
General Contingencies	1,300	0	0	0	0
<b>GENERAL FUND TOTAL</b>	<b>0</b>	<b>0</b>	<b>(416)</b>	<b>(416)</b>	<b>(477)</b>

## Appendix 1 - Revenue Budget Monitoring Month 10 2014-15

<b>HOUSING REVENUE ACCOUNT(HRA)</b>						
Department / Service Area	Original Budget	Current Budget	Latest Actual	Forecast Outturn	Variance Month 10	Variance Month 9
	£'000	£'000	£'000	£'000	£'000	£'000
Dwelling Rents	(147,657)	(147,657)	(87,440)	(147,257)	400	400
Non Dwelling Rents	(1,708)	(1,708)	(1,604)	(1,908)	(200)	(200)
Heating Charges	(2,268)	(2,268)	(1,741)	(2,368)	(100)	(100)
Leaseholders Charges	(9,495)	(9,495)	(9,700)	(9,695)	(200)	(200)
Other Charges for Services and Facilities	(14,251)	(14,063)	(7,795)	(13,963)	100	100
PFI Credits	(22,855)	(22,854)	(17,141)	(22,854)	0	0
Interest Receivable	(390)	(390)	0	(390)	0	0
Contribution from General Fund	(833)	(833)	0	(833)	0	0
<b>Gross Income</b>	<b>(199,457)</b>	<b>(199,268)</b>	<b>(125,421)</b>	<b>(199,268)</b>	<b>0</b>	<b>0</b>
Repairs & Maintenance	23,100	23,102	18,098	26,602	3,500	3,900
Revenue Contribution to Capital	10,594	10,594	0	14,314	3,720	4,250
General Management	44,657	44,996	36,665	45,649	653	668
PFI Payments	39,276	39,276	37,236	39,276	0	0
Contribution to PFI Smoothing Fund	61	60	0	0	(60)	(60)
Special Services	16,184	15,655	10,940	14,832	(823)	(623)
Rents, Rates, Taxes and Other Charges	740	740	516	740	0	0
Capital Financing Costs	60,610	60,610	0	57,710	(2,900)	(2,900)
Bad Debt Provisions	750	750	0	750	0	0
HRA Contingency and Growth	3,485	3,485	0	0	(3,485)	(3,485)
<b>Gross Expenditure</b>	<b>199,457</b>	<b>199,268</b>	<b>103,455</b>	<b>199,873</b>	<b>605</b>	<b>1,750</b>
<b>Drawdown from HRA Balances</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>(605)</b>	<b>(605)</b>	<b>(1,750)</b>
<b>Net (Surplus) / Deficit</b>	<b>0</b>	<b>0</b>	<b>(21,966)</b>	<b>0</b>	<b>0</b>	<b>0</b>

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**Appendix 2 - Capital Programme Monitoring Month 10 2014-15**

	Capital Budget 2014-15						Year To Date	
	Original Budget £	Slippage In £	Capital Virements £	Changes In Resources £	Slippage Out £	Current Budget £	Expenditure £	% Spend Against Budget
<b>ADULT SOCIAL SERVICES</b>								
AIDS AND ADAPTATIONS	2,770,000	308,327	75,000	(500,000)	-	2,653,327	1,325,152	49.9%
OTHER ADSS CAPITAL	705,000	160,738	(75,000)	3,000,000	(322,738)	3,468,000	259,482	7.5%
<b>TOTAL ADULT SOCIAL SERVICES</b>	<b>3,475,000</b>	<b>469,065</b>	<b>-</b>	<b>2,500,000</b>	<b>(322,738)</b>	<b>6,121,327</b>	<b>1,584,634</b>	<b>25.9%</b>
<b>HOUSING</b>								
<b>MAJOR WORKS &amp; IMPROVEMENTS</b>	<b>39,110,000</b>	<b>(1,480,820)</b>	<b>-</b>	<b>384,836</b>	<b>-</b>	<b>38,014,016</b>	<b>22,710,432</b>	<b>59.7%</b>
<b>NEW HOMES</b>	<b>23,979,000</b>	<b>2,460,280</b>	<b>-</b>	<b>(1,955,081)</b>	<b>(6,484,199)</b>	<b>18,000,000</b>	<b>9,405,024</b>	<b>52.3%</b>
<b>TOTAL HOUSING</b>	<b>63,089,000</b>	<b>979,460</b>	<b>-</b>	<b>(1,570,245)</b>	<b>(6,484,199)</b>	<b>56,014,016</b>	<b>32,115,456</b>	<b>57.3%</b>
<b>TOTAL HOUSING &amp; ADULT SOCIAL SERVICES</b>	<b>66,564,000</b>	<b>1,448,525</b>	<b>-</b>	<b>929,755</b>	<b>(6,806,937)</b>	<b>62,135,343</b>	<b>33,700,090</b>	<b>54.2%</b>
<b>CHILDREN'S SERVICES</b>								
<b>SCHOOLS</b>	<b>5,655,913</b>	<b>1,632,558</b>	<b>63,888</b>	<b>4,448,358</b>	<b>(3,988,000)</b>	<b>7,812,717</b>	<b>5,574,754</b>	<b>71.4%</b>
<b>EARLY YEARS</b>	<b>1,120,900</b>	<b>188,284</b>	<b>-</b>	<b>600,000</b>	<b>(1,010,000)</b>	<b>899,184</b>	<b>578,437</b>	<b>64.3%</b>
<b>YOUTH CENTRES</b>	<b>-</b>	<b>143,666</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>143,666</b>	<b>186,635</b>	<b>129.9%</b>
<b>CHILDREN'S OTHER</b>	<b>-</b>	<b>80,441</b>	<b>(63,888)</b>	<b>-</b>	<b>-</b>	<b>16,553</b>	<b>-</b>	<b>0.0%</b>
<b>TOTAL CHILDREN'S SERVICES</b>	<b>6,776,813</b>	<b>2,044,949</b>	<b>-</b>	<b>5,048,358</b>	<b>(4,998,000)</b>	<b>8,872,120</b>	<b>6,339,826</b>	<b>71.5%</b>
<b>ENVIRONMENT &amp; REGENERATION</b>								
<b>PLANNING &amp; DEVELOPMENT</b>								
ARCHWAY DEVELOPMENT	255,000	23,556	-	-	(120,000)	158,556	62,378	39.3%
SECTION 106	2,000,000	-	(2,000,000)	-	-	-	38,235	-
TRANSPORT PLANNING	40,000	10,000	-	21,400	-	71,400	24,049	33.7%
<b>TOTAL PLANNING AND DEVELOPMENT</b>	<b>2,295,000</b>	<b>33,556</b>	<b>(2,000,000)</b>	<b>21,400</b>	<b>(120,000)</b>	<b>229,956</b>	<b>124,662</b>	<b>54.2%</b>
<b>PUBLIC PROTECTION</b>								
CEMETERIES	-	-	-	19,545	-	19,545	19,545	100.0%
DISABLED FACILITIES	601,000	20,348	378,652	15,601	-	1,015,601	693,158	68.3%
EMPTY PROPERTIES	-	-	258,130	-	(100,000)	158,130	11,850	7.5%
LIBRARIES	100,000	2,623	-	(70,201)	-	32,422	7,505	23.1%
PRIVATE SECTOR HOUSING	1,300,000	52,986	(636,782)	-	(100,000)	616,204	241,200	39.1%
<b>TOTAL PUBLIC PROTECTION</b>	<b>2,001,000</b>	<b>75,957</b>	<b>-</b>	<b>(35,055)</b>	<b>(200,000)</b>	<b>1,841,902</b>	<b>973,258</b>	<b>52.8%</b>
<b>PUBLIC REALM</b>								
BOILER REPLACEMENT PROGRAMME	867,050	163,697	150,000	-	-	1,180,747	846,994	71.7%
COMBINED HEAT AND POWER	900,000	341,989	-	(195,764)	(600,000)	446,225	151,859	34.0%
FLEET MANAGEMENT	8,000,000	(967,318)	-	-	(2,500,000)	4,532,682	2,809,767	62.0%
GREENSPACE	883,000	274,412	574,038	156,496	(806,731)	1,081,215	469,134	43.4%
HIGHWAYS	1,400,000	362,706	769,264	(9,669)	-	2,522,301	1,068,205	42.4%
HOME ENERGY EFFICIENCY	-	115,583	-	-	-	115,583	54,559	47.2%
IRONMONGER ROW BATHS	-	434,003	-	-	-	434,003	536,376	123.6%
LEISURE	5,250,000	17,882	1,270,314	1,854,878	(4,477,882)	3,915,192	2,833,169	72.4%
OTHER ENERGY EFFICIENCY	2,500,000	-	(150,000)	-	(2,202,736)	147,264	-	0.0%
TRAFFIC AND ENGINEERING	3,180,000	393,123	(613,615)	2,031,132	(105,593)	4,885,047	1,713,686	35.1%
<b>TOTAL PUBLIC REALM</b>	<b>22,980,050</b>	<b>1,136,077</b>	<b>2,000,001</b>	<b>3,837,073</b>	<b>(10,692,942)</b>	<b>19,260,259</b>	<b>10,483,749</b>	<b>54.4%</b>
<b>TOTAL ENVIRONMENT &amp; REGENERATION</b>	<b>27,276,050</b>	<b>1,245,590</b>	<b>1</b>	<b>3,823,418</b>	<b>(11,012,942)</b>	<b>21,332,117</b>	<b>11,581,669</b>	<b>54.3%</b>
<b>FINANCE &amp; PROPERTY</b>								
FINANCE	-	96,128	-	-	-	96,128	16,666	17.3%
ICT	1,500,000	1,578,154	-	1,000,000	-	4,078,154	3,960,479	97.1%
<b>TOTAL FINANCE</b>	<b>1,500,000</b>	<b>1,674,282</b>	<b>-</b>	<b>1,000,000</b>	<b>-</b>	<b>4,174,282</b>	<b>3,977,145</b>	<b>95.3%</b>
<b>TOTAL FINANCE AND PROPERTY</b>	<b>1,500,000</b>	<b>1,674,282</b>	<b>-</b>	<b>1,000,000</b>	<b>-</b>	<b>4,174,282</b>	<b>3,977,145</b>	<b>95.3%</b>
<b>CORPORATE</b>								
CORPORATE PROJECTS	-	540,330	-	-	-	540,330	271,667	50.3%
<b>TOTAL CORPORATE</b>	<b>-</b>	<b>540,330</b>	<b>-</b>	<b>-</b>	<b>-</b>	<b>540,330</b>	<b>271,667</b>	<b>50.3%</b>
<b>TOTAL CAPITAL PROGRAMME</b>	<b>102,116,863</b>	<b>6,953,676</b>	<b>1</b>	<b>10,801,531</b>	<b>(22,817,879)</b>	<b>97,054,192</b>	<b>55,870,397</b>	<b>57.6%</b>

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**Report of:** Executive Member for Health and Wellbeing

Meeting of:	Date	Ward(s)
Executive	12 March 2015	All

Delete as appropriate	Exempt	Non-exempt
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## **SUBJECT: Charging for Care and Support in accordance with the Care Act 2014**

### **1. Synopsis**

- 1.1 The purpose of this report is to propose the council's approach to charging for care and support in accordance with the Care Act 2014.
- 1.2 The Care Act provides a single legal framework for charging for care and support under sections 14 and 17. It enables a local authority to decide whether or not to charge a person when it is arranging to meet a person's care and support needs or a carer's support needs.

### **2. Recommendations**

- 2.1 To continue to charge for care and support in care homes.
- 2.2 To continue to charge for care and support of people in their own homes and in the community.
- 2.3 To continue not to charge for support to carers.
- 2.4 To provide delegated authority to the Corporate Director of Housing and Adult Social Services in consultation with the Executive Member for Health and Adult Social Care to approve the detailed policy covering the discretionary areas of charging for care and support.

### **3. Background**

#### **Residential and Domiciliary Care**

- 3.1 Under the current law, Councils have a statutory duty under section 22 (1) of the National Assistance Act 1948 to charge for care and support in care homes, and a power to charge for care and support of people in their own homes and in the community under section 17 of the Health Services and Social Security Adjudications Act 1983. Under the Care Act, Councils will have a power to charge for both of these types of service. Support to carers was not charged for.
- 3.2 The Care Act introduces a lifetime cap on care costs, currently set at £72,000 from April 2016. Islington

Council is working closely with the NHS locally to provide better integrated care at home, which reduces the need for people to go into residential services. In cases of hardship, the council does exercise discretion. Payments can be deferred until the service user's home is sold, which is often after they have died in care.

3.3 Currently the council's income from service users receiving care and support in residential care homes and in their own homes is £9m per year. This is likely to increase as people who previously funded their own care approach the council to take advantage of the lifetime cap.

3.4 Therefore the proposal is that the council will maintain the current position in respect of which types of care and support it charges for via a means test to calculate how much the person can afford to contribute.

#### **Carers costs**

3.5 The burden on carers has been comprehensively scrutinised by the Health and Social Care Committee, and recently the subject of a discussion at full council. It is widely acknowledged that the burden of caring can have a negative impact on well-being, earnings and health outcomes.

3.6 It is also acknowledged, locally and nationally, that the extensive support provided by carers reduces the financial burden on local authorities and other public services.

3.7 Therefore the proposal is that the council continues not to charge for support for carers.

#### **Detailed Charging Policy**

3.8 The Government has issued over 500 pages of statutory guidance to accompany the Care Act. Detailed implementation discussions are taking place with the Local Government Association, London Councils, the NHS, service users, carers and voluntary organisations nationally and locally. Statutory and informal guidance is likely to change at a detailed level. It is therefore recommended that the detail of charging policy, subject to recommendations 2.1 and 2.2 being adhered to, is delegated to the Corporate Director of Housing and Adult Social Services in consultation with the Executive Member for Health and Adult Social Care.

## **4. Implications**

### **4.1 Financial implications**

The amount the council collects as income for charging for care and support will remain as currently budgeted at circa £9m for 2015/16.

### **4.2 Legal Implications**

The Care Act 2014 which comes into force on 1 April 2015, sets out a single overarching charging system which will replace the current charging framework.

Under the existing legal framework, local authorities have a duty to charge for residential and nursing accommodation under section 22(1) of the National Assistance Act 1948, and a power to charge for non-residential care services under section 17 of the Health Services and Social Security Adjudications Act 1983. Detailed provision in terms of charging for residential and nursing care is contained in the National Assistance (Assessment of Resources) Regulations 1992 and CRAG (Charging For Residential Accommodation Guide). Charges for non-residential care services are governed by the Fairer Contributions Guidance issued by the Department of Health which required local authorities to set their own individual policies on charging for non-residential care services.

The Care Act sets out local authorities' duties and powers to meet adults' and carers' needs for care and support/support in sections 18-20 of the Act. Section 8 of the Care Act gives a broad list of services that may be provided to meet the needs of adults and carers under sections 18-20 of the Act as follows:

- (a) Accommodation in a care home or in premises of some other type;
- (b) Care and support at home or in the community;
- (c) Counselling and other types of social work;

- (d) Goods and facilities;
- (e) Advice information and advocacy

Section 14 of the Care Act gives local authorities a general power to make a charge for meeting needs for care and support under sections 18 – 20 of the Act. Detailed provisions in respect of charging and the assessment of resources are set out in section 19 of the Care Act, the Care and Support (Charging and Assessment of Resources) Regulations 2014 and relevant chapters of the Care and Support Statutory Guidance.

The new charging provisions represent a change in the law and Council is therefore required to record a formal decision that it will continue to charge individuals for care and support under the powers set out in the Care Act, as respects care home accommodation and care and support at home or in the community. The updating of existing policies and procedures will also be required to ensure that they reflect the requirements set out in the new legislation.

#### 4.3 **Environmental Implications**

None

#### 4.4 **Equality Impact Assessment**

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

A resident impact assessment has not been completed. The recommendations in this report propose no changes to what types of care and support are charged for.

### 5. **Conclusion and reasons for recommendations**

- 5.1 The proposal is that the council will continue to charge for care and support in care homes and care and support of people in their own homes and in the community.
- 5.2 Carers make a significant contribution to the local community; they help to maintain the health and wellbeing of the person they care for, supporting their independence and helping them to stay in their own homes for longer. In recognising this, the proposal is to continue not to charge for support to carers.
- 5.3 The council will update the charging policies for care and support in accordance with the regulations laid down in the Care Act 2014. It is recommended that delegated authority be given to the Corporate Director of Housing and Adult Social Services, in consultation with the Executive member for Health and Social Care, to agree a detailed policy.

**Background papers: None**

**Final report clearance:**

*Janet Burgess*

**Signed by:** Executive Member for Health and Wellbeing

**Date:** 18 February 2015

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Report of: **Executive Member for Children and Families**

Meeting of	Date	Ward(s)
Executive	12 March 2015	All

Delete as appropriate	Exempt	Non-exempt

### ADMISSION TO ISLINGTON COMMUNITY SCHOOLS: 2016-17

#### 1. SYNOPSIS

- 1.1 The School Admissions Code requires all admission authorities to determine their admission arrangements by 15 April for 2016/17 and by 28 February for subsequent years.
- 1.2 Admission authorities must publish a copy of the determined admission arrangements on their website by 1 May. Where an admission authority has determined a Published Admission Number (PAN) that is higher than in previous years, they must make specific reference to the change on their website.
- 1.3 For admission arrangements from 2013/14 onwards, admission authorities need only consult every seven years unless substantial changes are being proposed to the arrangements made following the previous consultation.
- 1.4 A consultation has not been undertaken as no changes to the admission arrangements determined by the Council's Executive last year are proposed, save clarifications to the definition of 'immediately looked after', the Council's policy on applications from Crown Servants, deferring admission to reception class and preventing fraudulent applications.
- 1.5 This report outlines proposals and recommendations relating to the admission arrangements for Islington's Sixth Form Consortium;

coordination of, and arrangements for, Secondary and Primary Transfer; and arrangements for the management of in-year applications.

## **2. RECOMMENDATIONS**

- 2.1. To agree the co-ordinated schemes and timetables for admission to Islington primary and secondary schools and academies in 2016/17, and in-year admission protocols for 2015/16 and 2016/17, as set out in **Appendices 1, 4 and 7**.
- 2.2. To agree the policy and oversubscription criteria for admission to community primary and secondary schools and Islington Sixth Form Consortium for admission in 2016/17, as set out in **Appendices 2, 5, 8 and 9**.
- 2.3. To agree the proposed admission numbers for Islington community primary and secondary schools and for external applicants to the Islington Sixth Form Consortium in 2016/17, as set out in **Appendices 3, 6 and 10**.

## **3 BACKGROUND**

- 3.1 All admission authorities must consult others locally before determining their admission arrangements.
- 3.2 For admission arrangements from 2013/14 onwards, admission authorities must consult every seven years, unless substantial changes are being proposed to the arrangements made following the last consultation.
- 3.3 Where significant changes are proposed, admission authorities must:
  - consult on their proposed arrangements by 1st March;
  - allow at least an 8 week period for consultation;
  - in light of consultation, determine their admission arrangements by 15 April;
  - send a copy of arrangements to all those consulted once they have been determined;
  - publish the determined admission arrangements on their website by 1 May.
- 3.4 All admission authorities must determine admission arrangements by 15 April for 2016/17 and by 28 February for subsequent years, even if they have not changed from the previous years and a consultation has not been required.
- 3.5 Therefore the Executive is required to agree the admission arrangements and admission numbers for all Islington community primary and secondary schools and Islington's Sixth Form Consortium for 2016/17 and protocols for in-year admissions for 2015/16 and 2016/17.



## **4 CONSULTATION**

- 4.1 All local authorities are required, by section 88M of the School Standards and Framework Act (1998) and the Co-ordination Regulations, to have in place a scheme each year for co-ordinating admissions arrangements for maintained schools within their area.
- 4.2 The School Admissions Code requires every local authority to draw up a scheme for maintained schools which ensures that every parent living in the local authority area applying for a place in the normal round receives the offer of one, and only one school place. It also requires local authorities to provide a common application form (in Islington this is referred to as the School Admissions Application Form) and that it is made available to every resident in its area. Consultation must relate to admission arrangements. It must therefore include:
- The admissions policy
  - The procedures and timing for applications
  - Proposed admission numbers
  - Details of over-subscription criteria and how they will be applied
- 4.3 The School Admissions Code imposes mandatory requirements, and provides guidance to local authorities and admitting authorities, for achieving good practice in setting oversubscription criteria to ensure admission arrangements are fair and transparent to all children and their families, and promote social equity. The Code also details oversubscription criteria that are considered unlawful.
- 4.4 Any objections to the September 2016 admission arrangements must be referred to the Schools' Adjudicator by 30 June 2015.
- 4.5 As there are no proposed changes to last year's determined admission arrangements consultation is not required and has not been undertaken.

## **SECONDARY SCHOOL ADMISSION ARRANGEMENTS 2016/17**

- **COORDINATED SCHEME FOR ADMISSION TO SECONDARY SCHOOL 2016/17**
- 4.6 The high level of applications to schools outside the child's home local authority (and the requirement for eradicating multiple offers) means there is a need to co-ordinate admissions across the 33 London authorities. A computer-based Pan-London Admissions System enables this co-ordination to take place. However the effectiveness of this system is contingent upon the adoption of a common set of procedures across London authorities.
- 4.7 Although each local authority must formulate and determine their school admission arrangements by 15 April for 2016/17 and by 28 February for

subsequent years, before the arrangements come into effect, many elements of the scheme must be common to all London authorities to ensure effective Pan-London coordination.

- 4.8 Arrangements for residents without a school place (once all applications are duly processed) and waiting list arrangements are for local determination. These arrangements must however, be made in accordance with the mandatory provisions of the School Admissions Code.
- 4.9 No changes to Islington's existing scheme are proposed. The scheme and timetable for 2016/17 are set out as **Appendix 1**.
- 4.10 Recommendation 2.1 above includes the proposal to agree the co-ordinated scheme and timetable for Islington secondary schools and academies in 2016/17 as outlined in **Appendix 1**.

- **POLICY & OVERSUBSCRIPTION CRITERIA FOR ADMISSION TO SECONDARY SCHOOL 2016/17**

- 4.11 Co-ordinated admissions do not require all admission authorities within an area to operate the same policy or over-subscription criteria. Admission authorities must therefore set and apply their own admission policy and criteria.
- 4.12 There are no proposed changes to the existing policy and oversubscription criteria for admission to Islington community schools in 2016/17. The policy and oversubscription criteria are set out in **Appendix 2**.
- 4.13 Recommendation 2.2 above includes the proposal to agree the admissions policy and oversubscription criteria for Islington community secondary schools as outlined in **Appendix 2**.

- **SECONDARY SCHOOL ADMISSION NUMBERS 2016/17**

- 4.14 The total number of secondary school places available is outlined in **Table 1** below. No changes are proposed to the admission numbers for Islington community schools.

**Table 1: Secondary School Admission Numbers 2016/17**

Name of school	Type	Places available for September 2015	Proposed places available for September 2016
<b>COMMUNITY SCHOOLS</b>			
Elizabeth Garrett Anderson School	Girls	180	180
Highbury Fields	Girls	140	140
Highbury Grove	Mixed	210	210
Holloway	Mixed	180	180
Islington Arts and Media	Mixed	150	150

Name of school	Type	Places available for September 2015	Proposed places available for September 2016
<b>VOLUNTARY AIDED AND FOUNDATION SCHOOLS</b>			
Central Foundation School	Boys	150	150
Mount Carmel School	Girls	140	140
St Aloysius School	Boys	180	180
<b>ACADEMIES</b>			
City of London Academy	Mixed	125	125
St Mary Magdalene Academy	Mixed	180	180
<b>TOTAL AVAILABLE PLACES</b>		<b>1635</b>	<b>1635</b>

- 4.15 Recommendation 2.2 above includes the proposal to agree the proposed admission numbers for Islington secondary community schools as set out above in **Table 1** and in **Appendix 3**.

## **PRIMARY SCHOOL ADMISSION ARRANGEMENTS 2016/17**

- **COORDINATED SCHEME FOR ADMISSION TO PRIMARY SCHOOL 2016/17**

- 4.16 The high level of applications to schools outside the child's home local authority (and the requirement for eradicating multiple offers) means there is a need to co-ordinate admissions across the 33 London authorities. A computer-based Pan-London Admissions System enables this co-ordination to take place. However the effectiveness of this system is contingent upon the adoption of a common set of procedures across London authorities.
- 4.17 Although each local authority must formulate and determine their school admission arrangements by 15 April (2015/16) or 28 February (subsequent years) in the year before the arrangements come into effect, many elements of the scheme must be common to all London authorities to ensure effective Pan-London coordination.
- 4.18 Arrangements for residents without a school place (once all applications are duly processed) and waiting list arrangements are for local determination. These arrangements must however, be made in accordance with the mandatory provisions of the School Admissions Code.
- 4.19 No changes to Islington's existing scheme are proposed. The scheme and timetable for 2016/17 are set out as **Appendix 4**.
- 4.20 Recommendation 2.1 above includes the proposal to agree the co-ordinated scheme and timetable for Islington primary schools, free schools and academies in 2016/17 as outlined in **Appendix 4**.

- **POLICY & OVERSUBSCRIPTION CRITERIA FOR ADMISSION TO PRIMARY SCHOOL 2016/17**

- 4.21 Co-ordinated admissions do not require all admission authorities within an area to operate the same policy or over-subscription criteria. Admission authorities must therefore set and apply their own admissions policy and criteria.
- 4.22 There are no proposed changes to the existing policy and oversubscription criteria for admission to Islington community primary schools in 2016/17. The policy and oversubscription criteria are set out in **Appendix 5**.
- 4.23 Recommendation 2.2 above includes the proposal to agree the admissions policy and oversubscription criteria for Islington community primary schools as outlined in **Appendix 5**.

- **PRIMARY SCHOOL ADMISSION NUMBERS 2016/17**

- 4.24 The local authority must publish admission numbers for primary schools within its admission arrangements. Published numbers must take account of the school's net capacity as determined by the Department for Education (DfE) formula. Schools must be consulted before deciding their admission number.
- 4.25 School rolls have been rising, and continue to rise across London, and this is already putting pressure on the provision of primary school places across the capital.
- 4.26 Between 2009 and 2014, the number of reception age pupils rose by 273, marking an increase of 15%. As a result, additional capacity was put in place for September 2014.
- 4.27 This capacity included a permanent increase of 15 places to the roll of Hargrave Park (from 30 to 45 places) and the permanent reinstatement of 30 places at Ambler (from 30 to 60 places) and Christ the King (from 45 to 60 places).
- 4.28 Additional capacity was also introduced through temporary increases to the published admission number for Clerkenwell Parochial (30 additional places), Pooles Park (30 additional places) and Winton (30 additional places). The opening of Whitehall Park Free School also introduced a further 56 reception class places. Not all of this additional capacity however was utilised in September 2014, with capacity comfortably meeting demand.
- 4.29 Islington's school organisation strategy is kept under close scrutiny and reviewed annually to ensure that demographic changes across the borough, and national policy developments, are taken into account.

- 4.30 Our pupil roll projections for the past three years have proved reliable and our current assessment is that there is sufficient reception class capacity to meet demand in September 2016.
- 4.31 As a fall-back position, the Council does have additional capacity that could be brought in to immediate use at Pooles Park (30 places) and Winton (30 places) should the need arise.
- 4.32 Recommendation 2.3 above includes the proposal to agree the proposed admission numbers for Islington primary schools as set out in **Appendix 6**.

**• IN-YEAR SCHOOL ADMISSIONS COORDINATED SCHEME:  
2015/16 and 2016/17**

- 4.33 The School Admissions Code 2012 removed the requirement for local authorities to coordinate in-year admissions applications from September 2013. This remains the case under the School Admissions Code 2014.
- 4.34 Neighbouring authorities have adopted different approaches. For example, applications for Camden schools are now dealt with directly by schools, regardless of whether they are a community or own admission authority school, whereas applications for all Haringey and Hackney schools continue to be centrally administered.
- 4.35 As part of our statutory admissions consultation last year, we re-consulted Islington schools to seek their views on whether to continue with the status quo (delegation of administrative responsibility for processing in year applications to all schools) or consider alternative approaches.
- 4.36 The following three options were consulted on for implementation from September 2014:
- Central management of in-year applications and waiting lists for all Islington schools (academy, community, trust and voluntary aided schools);
  - Central management of in-year applications and waiting lists for Islington community schools only;
  - Delegation of the administrative management of in-year applications and waiting lists to all Islington school (own admission authority and community schools).
- 4.37 Two written responses to last year's consultation were received. One respondent's preferred option was that in-year applications and waiting lists for all Islington schools should be centrally administered by the Islington School Admissions team. Further, if not all schools were in favour of this option, individual schools should continue to manage their own in-year applications and waiting lists as they have done since September 2013. The respondent also commented that this process should be closely monitored to ensure all schools operate fairly to ensure the most vulnerable children do not slip through the net.

- 4.38 Voluntary-aided school and academy representatives in attendance at the School Admissions and Organisation Forum meeting held on 5 December 2013 indicated that own admission authority schools wished to continue managing their own in-year applications in future years.
- 4.39 Consideration was given as to whether different arrangements should apply to community schools. However, it was felt that parents would find a single system easier to navigate than having different processes for different types of schools.
- 4.40 It was therefore recommended that administrative responsibility for processing in-year admissions applications should continue to be delegated to community schools, placing them on a level footing with own admission authority schools.
- 4.41 The protocols for in-year admissions from September 2014 were agreed by the Council's Executive on 06 February 2014 and published on the Council's website as part of Islington's determined arrangements for 2015/16.
- 4.42 As part of the local authority's continued responsibility as the admission authority for community schools, and its wider remit to ensure a fair admission process across the local area, a dedicated In-Year School Admissions officer was appointed in September 2013. The officer maintains an overview of all in-year applications to ensure no child without a school place slips through the net and offers advice, support and challenge to schools on admission procedures.
- 4.43 The existing scheme delegates responsibility for the management of in-year admissions to individual Islington schools and academies, and has now been in operation for a full academic year. Feedback from Islington schools and residents is positive and indicates that the scheme is working well.
- 4.44 No changes are therefore proposed to the existing in-year admissions arrangements for admission in 2015/16 and 2016/17.
- 4.45 Recommendation 2.1 above includes the proposal to agree the existing in-year admissions scheme, policy and oversubscription criteria as outlined in **Appendices 7 and 8** for the academic years 2015/16 and 2016/17.

**• ISLINGTON SIXTH FORM CONSORTIUM ADMISSIONS  
POLICY 2016/17**

- 4.46 In line with the School Admissions Code, details of proposed admission arrangements for entry to Year 12 at Islington Sixth Form Consortium (IC6), a joint collaboration between Highbury Grove, Highbury Fields,

Central Foundation and St Aloysius' College, are attached as **Appendix 9**.

- 4.47 There are no proposed changes to the existing arrangements for admission in 2016/17.
- 4.48 The School Admissions Code requires that a school must have an admission number for each 'relevant age group'. This is defined in law as 'an age group in which pupils are or will normally be admitted' to the school in question. Where a secondary school operates a sixth form and admits children from other schools at age 16, an admission number is therefore required for Year 12 as well as for the main year or years in which children join the lower school. Admission numbers must refer in each case to children to be admitted to the school for the first time (and therefore not young people already on roll at the school and 'staying on' to the sixth form).
- 4.49 No changes are proposed to the existing admission numbers for external applicants to IC6 (Islington Sixth Form Consortium) at Year 12 as set out below.

**Table 3: Proposed admission numbers for external applicants 2016/17:**

<b>Admission number for external applicants at Year 12</b>	<b>2015/16</b>	<b>2016/17 Proposed</b>
Highbury Grove	25	25
Highbury Fields	25	25
Central Foundation	25	25
St Aloysius	25	25

- 4.50 Recommendation 2.2 above includes the proposal to agree the policy and oversubscription criteria for admission to IC6 (Islington Sixth Form Consortium) as set out in **Appendix 9**.
- 4.51 Recommendation 2.3 above includes the proposal to agree the proposed admission numbers to IC6 (Islington Sixth Form Consortium) for external applicants at Year 12 as set out in **Table 3** above and **Appendix 10**.

## **5 IMPLICATIONS**

### **• Financial implications**

- 5.1 Where increases in admission numbers are required, capital resources have already been identified. Additional revenue will be derived in line with the number of pupils admitted.

### **• Legal Implications**

- 5.2 The Council has a duty to undertake consultation on admission policies in order to determine admission arrangements, including admission

numbers under Part III of the School Standards and Framework Act 1998 and the School Admissions (Admission Arrangements and Co-ordination of Admission Arrangements) (England) Regulations 2012/8. The Council must comply with the mandatory requirements of the School Admissions Code 2014 and have due regard to the discretionary elements of the Code.

- **Environmental Implications**

5.3 There are no environmental implications.

- **Resident Impact Assessment**

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

5.5 The admission arrangements for community schools are designed to ensure all parents have an equal chance of securing the community school of their choice irrespective of the child's ethnicity, religion, or socio-economic group. A Resident Impact Assessment has taken place and no adverse impact identified.

## **6 Conclusion and reasons for recommendations**

6.1 The proposed admission arrangements for both primary and secondary community schools and Islington Sixth Form Consortium promote fair access to educational opportunity and are compliant with the mandatory provisions of the School Admissions Code.

6.2 Following a high profile communications campaign about the convenience of applying online and the move from making available hard copies of the composite prospectus to an electronic version ('flipbook'), coupled with high levels of support through school-based online workshops and one to one individual support from the School Admissions team, the Council has achieved a channel shift at both primary and secondary transfer with 100% of applications for admission in 2015/16 being made online compared to 81% (secondary) and 76% (primary) the previous year.

6.3 The Executive is therefore asked to agree the proposed primary and secondary admission arrangements for 2016/17 and in-year arrangements for 2015/16 and 2016/17.

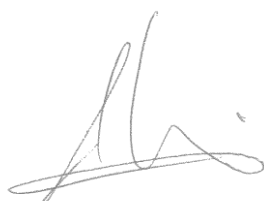


**Background papers:**

- Appendix 1 Proposed Pan-London Secondary School Co-ordinated Admissions Scheme 2016/17
- Appendix 2 Proposed Islington Community Secondary School Admissions Policy and Oversubscription Criteria 2016/17
- Appendix 3 Proposed Secondary School Admission Numbers 2016/17
- Appendix 4 Proposed Pan-London Primary School Co-ordinated Admissions Scheme 2016/17
- Appendix 5 Proposed Islington Community Primary School Admissions Policy and Oversubscription Criteria 2016/17
- Appendix 6 Proposed Primary School Admission Numbers 2016/17
- Appendix 7 Proposed Islington In-Year Admissions Protocols 2015/16 and 2016/17
- Appendix 8 Proposed Islington Community School In-Year Oversubscription Criteria 2015/16 and 2016/17
- Appendix 9 Islington Sixth Form Consortium Admissions Policy and Oversubscription Criteria 2016/17
- Appendix 10 Proposed Islington Sixth Form Consortium Numbers for external applicants 2016/17
- Appendix 11 Resident Impact Assessment

**Final report clearance:**

**Signed by:**



24 February 2015

Executive Member Children and Families

Date

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**PROPOSED ARRANGEMENTS FOR SECONDARY TRANSFER:  
Pan London Co-ordinated Scheme 2016/17**

<b>GLOSSARY</b>
<b>Admission Authority:</b> The body responsible for setting and applying a school's admission arrangements. For community schools, the local authority is the admission authority; and for foundation or voluntary aided schools, the governing body of the school is the admission authority. For Academies the Funding Agreement states who is responsible for applying admission arrangements which can only be set or altered with the prior agreement of the Secretary of State.
<b>Home Local Authority (HLA):</b> The authority area in which the child lives.
<b>Maintaining Local Authority (MLA):</b> The authority area in which the school is located.

### APPLICATIONS

1. Islington LA will advise **HLAs** during the Summer Term of Year 5 of their resident pupils on the roll of Islington's maintained primary schools and whose parents are eligible to make application in the forthcoming academic year.
2. Islington residents can apply online at [www.islington.gov.uk/admissions](http://www.islington.gov.uk/admissions) or alternatively submit a paper application available upon request from the School Admissions Team by telephone (020 7527 5515) or in person (Council Offices at 222 Upper St, N1 1XR).
3. Islington LA will take all reasonable steps to ensure that every parent who has a child in their last year of primary education within a maintained school, either in Islington or elsewhere, and who is resident in Islington has access to Islington's composite school prospectus. The prospectus will be available online, with reference copies sent to Islington primary schools and key community groups in early **September 2015**. Reference copies of the prospectus will also be available from the School Admissions Team upon request at the Council's Offices at 222 Upper St, N1 1XR.
4. The online brochure will also be available to parents who are non-residents and will include information on how to access their home local authority's equivalent School Admissions Application Form.
5. The admission authorities within Islington will not use supplementary information forms except where the information available through the School Admissions Application Form is insufficient for consideration of the application against the published oversubscription criteria. Where admission authorities within Islington use supplementary forms, we will seek to ensure that these only collect information which is required by the published oversubscription criteria, in accordance with paragraph 2.4 of the School Admissions Code.

6. Where supplementary forms are used, they will be made available on Islington's website or from the school concerned for resident and non-resident applicants alike. The supplementary forms will advise parents that they must also complete their home local authority's School Admissions Application Form.
7. Islington's composite prospectus will indicate which Islington schools require supplementary information forms to be completed.
8. Where a school in Islington receives a supplementary information form, it will **not** be considered a valid application unless:
  - the parent has also completed Islington's School Admissions Application Form or their HLA's equivalent common application form **AND**
  - the school is listed as a preference on it.
9. Islington LA will share the details of each application for an Islington voluntary-aided school with that school. Schools that require a supplementary information form will check that each parent has completed one. If one has not been received the school will make contact with the parent and ask them to complete one. **The school will also check that each parent that has completed a supplementary form has also completed a School Admissions Application Form.** If any parent has not completed a School Admissions Application Form, the school will share that information with Islington LA who will then contact the parent and ask them to complete one.
10. Applicants will be able to express a preference for six maintained secondary schools or Academies located within and/or outside Islington LA (including any City Technology College that has agreed to participate in their local authority's Qualifying Scheme).
11. The order of preference given on the School Admissions Application Form will not be revealed to a school. However, where a parent resident in Islington expresses a preference for schools in the area of another MLA, the order of preference will be revealed to that LA in order to determine the highest ranked preference in cases where a child is eligible for a place at more than one school.
12. The address that will be used to process an application will be the child's normal and permanent address as at the closing date for applications (**31 October 2015**).
13. Islington LA may not accept a temporary address where the applicant still possesses a property that was previously used as a home address; nor accept a temporary address if it is used solely or mainly to obtain a school place.
14. The LA may also undertake additional checks with the new school to ascertain whether the child's home address has changed since the application was completed and will investigate all applications where:
  - there are any doubts about the information originally provided;

- information has been received from a member of the public to suggest a fraudulent application has been made;
  - the Council Tax account is in a different name from the applicant's.
15. Any applicant who provides who provides false or misleading information will have their offer of a school place withdrawn, and may also be subject to legal proceedings.
  16. Islington LA undertakes to carry out the address verification process set out in its entry in the Pan-London Business User Guide. This will in all cases include validation of resident applicants against Islington LA's primary school data and the further investigation of any discrepancy. Where Islington LA is not satisfied as to the validity of an address of an applicant whose preference has been sent to a **MLA**, it will advise the **MLA** no later than **11 December 2015**.
  17. Islington LA will confirm the status of any resident child for whom it receives an Application Form stating that s/he is a 'Child Looked After' or has recently been adopted (or made subject to a child arrangement order or special guardianship order) **immediately after being looked after** and will provide evidence to the **MLA** in respect of a preference for a school in its area by **13 November 2015**.
  18. Islington LA will advise a **MLA** of the reason for any preference expressed for a school in its area, in respect of a resident child born outside of the correct age cohort, and will forward any supporting documentation to the **MLA** by **13 November 2015**.

## **PROCESSING**

19. Applicants who are resident within Islington must complete and return the School Admissions Application Form, which will be available on-line, to this local authority by **31 October 2015**. However, Islington LA encourages applicants to submit their application by **23 October 2015** to allow sufficient time to process and check all applications before the mandatory date when data must be shared with other Local Authorities.
20. Any application forms, changes to preferences or preference order received after **31 October 2015** will be treated as late. This means that such applications will be considered after those applicants who have applied on time.
21. **Islington LA** will accept late applications and process them as on time if they are late for a good reason and received by the **11 December 2015**, deciding each case upon its own merits.
22. Where such applications contain preferences for schools in other LAs, Islington will forward the details to **MLAs** via the Pan-London Register (PLR) as they are received. **Islington LA** will accept late applications which are considered to be on time within the terms of the **HLA's** scheme.

23. The latest date for the upload to the PLR of late applications which are considered to be on-time within the terms of the **HLA's** scheme is **11 December 2015**.
24. Where an applicant moves from one participating **HLA** to another after submitting an on-time application under the terms of the former **HLA's** scheme, the new **HLA** will accept the application as on-time up to **11 December 2015**, on the basis that an on-time application already exists within the Pan-London system.
25. Any school that operates a banding system that requires testing to take place must ensure that their timetable coincides with the scheme timetable set out in **Appendix 1, Schedule A**.
26. Application data relating to applications for schools in other participating LAs will be up-loaded to the Pan-London Register (PLR) on **13 November 2015**. Supplementary information provided with the School Admissions Application Form will be sent to Islington voluntary-aided schools and **MLAs** by the same date.
27. Application data relating to Islington schools from out-of-borough pupils will be received from the Pan London Register on **16 November 2015**.
28. Islington LA will notify each school within Islington that is its own admissions authority of every preference that has been made for the school, forwarding to them all relevant details from the School Admissions Application Form by **30 November 2015**.
29. Between **30 November 2015** and **11 January 2016**, voluntary-aided schools and Academies will assess their applications according to their admissions criteria.
30. Islington LA will participate in the application data checking exercise scheduled between **14 December 2015** and **4 January 2016** in the Pan-London timetable.
31. All preferences for schools within Islington will be considered without reference to rank order. When the admission authorities within Islington have provided a list of applicants in criteria order, **Islington LA** shall, for each applicant to its schools for whom more than one potential offer is available, use the highest ranked potential offer to decide which single offer to make.
32. Schools which are their own admission authority must provide the **MLA** with an electronic list of their applicants in rank order by **11 January 2016**.

33. **Islington LA** will send the first ALT file to the Pan-London Register (PLR) giving offer details for their school on **3 February 2016**. The PLR will transmit the highest potential offer specified by the **MLA** to the **HLA**.
34. **Islington LA** will eliminate all but the highest ranked offer where an applicant has more than one potential offer. This will involve exchanges of preference outcomes between the LAS (Local Admissions System – ONE) and the PLR which will continue until notification that a steady state has been achieved, or until **16 February 2016** if this is sooner.
35. Islington will not make an additional offer between the end of the iterative process and **1 March 2016** which may impact on an offer being made by another participating LA.
36. Notwithstanding paragraph 28, if an error is identified within the allocation of places at one of our schools, **Islington LA** will attempt to manually resolve the allocation to correct the error. Where this impacts on another LA (either as a **HLA** or **MLA**) **Islington LA** will liaise with that LA to attempt to resolve the correct offer and any multiple offers which might occur. However, if another LA is unable to resolve a multiple offer, or if the impact is too far reaching, Islington will accept that the applicant(s) affected might receive a multiple offer.
37. Islington LA will participate in the offer data checking exercise scheduled between **17 and 24 February 2016**.
38. Islington will send a file to the e-Admissions portal with outcomes for all resident applicants who have applied online no later than **25 February 2016**.

## **OFFERS**

39. Islington LA will ensure, so far as is reasonably practical, that each resident applicant who cannot be offered a preference expressed on the School Admissions Application Form receives the offer of an alternative school place. The applicant will be offered a place at the nearest community school to the home address with an available place.
40. Islington LA will inform all resident applicants of their highest offer of a school place and, where relevant, the reasons why higher preferences were not offered, whether they were for schools in the Home LA or in other participating LAs.
41. Islington LA will use the form of Notification Letter set out in **Appendix 1, Schedule B**.
42. Notification of the outcome will be sent by first class post to parents on **1 March 2016**.
43. Details of the pupils to be offered will be made available to each Islington primary school by **2 March 2016**.

44. Parents who are not successful in their application for a school will be offered a right of appeal.

### **POST OFFER**

45. Parents must accept or decline the offer of a place by **15 March 2016**. If they do not respond by this date the **HLA** will make every reasonable effort to contact the parent to find out whether or not they wish to accept the place. Only where the parent fails to respond and **Islington LA** can demonstrate that every reasonable effort has been made to contact the parent, will the offer of a place be withdrawn. (The School Admissions Code states that an admission authority may only lawfully withdraw an offer in very limited circumstances. This may include where a parent has not responded to the offer within a reasonable time).
46. Where a parent accepts or declines a place by **15 March 2016**, this information will be passed on to the relevant school within Islington, or for out-of-borough schools, to the **MLA**, by **22 March 2016**. Subsequent information will be transferred as and when it is received.
47. Islington LA will inform the **HLA**, where different, of an offer for a maintained school or Academy in Islington which can be made to an applicant resident in the **HLA's** area, in order that the **HLA** can offer the place.
48. When acting as a **MLA**, Islington LA and the admission authorities within it will not inform an applicant resident in another LA that a place can be offered.
49. Islington LA will offer a place at a maintained school or Academy in the area of another LA to an applicant resident in its area, provided that the school is ranked higher on the School Admissions Application Form than any school already offered.
50. Where Islington LA is informed by a **MLA** of an offer which can be made to an applicant resident in Islington which is ranked lower on the School Admissions Application Form than any school already offered, it will inform the **MLA** that the offer will not be made.
51. Where Islington LA, acting as a **HLA**, has agreed to a change of preference order for good reason, it must inform any **MLA** affected by the change.
52. Islington LA will inform the **HLA**, where different, of any change to an applicant's offer status as soon as it occurs. Islington LA will accept new applications (including additional preferences) from **HLAs** for maintained schools and Academies in its area.

### **WAITING LISTS**

53. Where a child does not receive an offer of their first preference, his/her name will automatically be placed on the waiting list for each Islington school for which he/she is eligible, that is a higher preference school to the one that has been offered. Parents will be given the opportunity to make applications to Islington schools to which they did not originally apply.

54. Waiting lists will be kept by all admission authorities in Islington LA. Academies, voluntary-aided and foundation schools will apply their own admission arrangements. Islington LA will keep a duplicate waiting list and will offer places on behalf of the governing bodies of own admission authority schools. Waiting lists for community schools will be administered centrally by Islington MLA during the Autumn Term.
55. Waiting lists for entry to Year 7 in **September 2016** will be compiled on **22 March 2016** (after the deadline for acceptance of places) and will be kept in strict criteria order with no differentiation between on-time or late applications.
56. Waiting lists will be maintained and places allocated, as they become available, in accordance with each admission authority's published admission and oversubscription criteria.
57. Children will remain on the waiting list until the end of the Autumn Term. After this period, parents should contact the relevant school in writing to extend this further.

#### **CHILDREN OF UK SERVICE PERSONNEL (UK ARMED FORCES)**

58. For families of service personnel with a confirmed posting in Islington LA, or crown servants returning from overseas to live in Islington LA, we will:
  - allocate a place in advance of the family arriving in Islington provided the application is accompanied by an official letter that declares a relocation date and a Unit postal address or quartering area address;
  - describe Islington's arrangements for the admission of children of UK Service Personnel in our composite admissions brochures;
  - ensure our arrangements do not disadvantage service children through an annual review of existing procedures.
59. Applications will be processed in line with Islington's school admissions procedures as described above.
60. Where possible, a place will be offered at the applicant's highest preferred school as listed on the application form.
61. Where it is not possible to offer a place at one of the preferred schools, a place will be allocated at the child's nearest Islington community school with a vacancy and the family offered the right of appeal.
62. The allocated place will be held open for a period of up to two school terms in advance of the family's move to the UK. This may be extended in individual circumstances.
63. The child will be placed on the waiting list for any higher preference school than the one offered as described above.



**Proposed Timetable for the Determination of Applications to Secondary School: 2016/17**

<b>23 October 2015</b>	Recommended closing date for receipt of the School Admission Application Form
<b>31 October 2015</b>	Statutory deadline for return of application to the Home LA
<b>13 November 2015</b>	Deadline for the transfer of application information by the Home LA to the PLR and supplementary information to Islington VA schools/maintaining local authorities
<b>30 November 2015 – 11 January 2016</b>	Voluntary-aided schools and Academies will assess their applications according to their admissions criteria
<b>11 December 2015</b>	Deadline for the upload of applications that are late but are considered to be on-time, to the PLR
<b>14 December 2015 - 4 January 2016</b>	Pan-London data checking exercise of pupil applications exchanged via the PLR
<b>11 January 2016</b>	Voluntary-aided schools and Academies to provide Islington LA with an electronic list of their applicants in rank order
<b>3 February 2016</b>	Deadline for the transfer of highest potential offer information from the Maintaining LAs to the PLR (1 <sup>st</sup> ALT)
<b>16 February 2016</b>	Final ALT file to the PLR
<b>17–24 February 2016</b>	Pan-London data checking exercise of pupil offer data
<b>25 February 2016</b>	Deadline for online ALT file to portal
<b>1 March 2016</b>	Notifications sent first class to parents by Home LA
<b>15 March 2016</b>	Date by which parents accept or decline offers
<b>22 March 2016</b>	Date by which LA will pass information to schools within Islington (or for out-of-borough schools, to the maintaining LA) on parents who have accepted or declined a place.

**PROPOSED NOTIFICATION LETTER**

**1 March 2016**

Ref: «pupil\_id»

To the Parent/Carer of  
«pupil\_firstname» «pupil\_surname»  
«gu\_unit\_no» «gu\_unit\_name»  
«gu\_house\_no» «gu\_street»  
«gu\_main\_road»  
«gu\_district»  
«gu\_town»  
«gu\_county»  
«gu\_postcode»

Islington School Admissions Team  
222 Upper Street, London N1 1XR  
Tel: 020 7527 5515  
Fax: 020 7527 5694  
Email: admissions.@islington.gov.uk  
This matter is being dealt  
with by: Brian Jones

Dear Parent/Carer,

**SECONDARY TRANSFER – 2016/17**

I am writing to let you know the outcome of your application for a secondary school place. Your child «pupil\_firstname» has been offered a place at «alloc\_pref».

**Accepting the offer of the school place**

It is important that you confirm as soon as possible that you wish to accept the offer of a place at «alloc\_pref». Please complete the reply slip below and return by **15 March 2016**. Failure to do so may result in this offer being withdrawn.

Once your acceptance is received, the school will be informed and will contact you to provide further information about the arrangements for admission.

Please note that applications for any schools that you listed lower on your application form, were automatically withdrawn under the co-ordinated admission arrangements.

**If you were not offered your first preference school**

I am sorry that it was not possible to offer a place at any of the schools which you have listed higher on your application form. For each of these schools there were more applications than places available, and other applicants had a higher priority than your child under the school's published admission criteria.

If you would like further information about why your child was not offered one of your higher preference schools, then please contact the admission authority for that school. An admission authority will either be the school or the local authority where the school is located.

We are the admission authority for community schools in Islington. For all other schools and academies in Islington, please contact them directly.

The contact details for other admissions authorities can be found in our Secondary Transfer booklet available online at <http://www.islington.gov.uk/admissions>

### Appeals

You have the right of appeal under the School Standards & Framework Act 1998 against the refusal of a place at any of the schools which you listed on your application form.

If you wish to appeal:

- for community schools in Islington please contact the School Admissions Team at the above address or visit <http://www.islington.gov.uk/admissions> and return your completed appeal form to the address at the top of this letter
- for all other schools and academies in Islington please contact the school direct
- for schools outside Islington, please contact the local authority where the school is located.

The outcome of your appeal will not be influenced by the acceptance of a place at an alternative school.

### Waiting lists

I can confirm that your child's name has been placed on the waiting list for any Islington school that you have listed higher on your form. **If you do not wish to remain on these waiting lists, please tick the relevant box on the reply slip.**

If you would like «**pupil\_firstname**» to be placed on a waiting list for any other school, then please contact the Islington School Admissions Team. Your child will remain on the waiting list until the end of the Autumn Term for Islington Community Schools unless you contact the School Admissions Team in writing to extend this further by the end of December 2016.

If you have any further queries please do not hesitate to contact a member of the School Admissions Team on 020 7527 5515.

**Yours sincerely,**

Brian Jones  
Head of School Admissions

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**REPLY SLIP**

**Ref: «pupil\_id»**

Please return this form by post/fax or email by:

**15 March 2016**

To: Islington School Admissions Team  
222 Upper Street  
London N1 1XR

E. admissions@islington.gov.uk  
F. 020 7527 5694

**1. Accepting a place**

I wish to accept a place for «pupil\_firstname» «pupil\_surname» at «alloc\_pref»

\*\*I do not wish to accept a place for «pupil\_firstname» «pupil\_surname» at «alloc\_pref»

**\*\*Please complete this section if not accepting this school place.**  
 I do not wish to accept a place at the above school. My child will be educated as follows:

.....

.....

**1. Waiting lists**

I would like my child to be placed on the waiting list for the following schools (up to six maximum):

.....  
.....

Please remove my child from all waiting lists.

.....  
**Signature of Parent/Carer**

...../...../.....  
**Date**

**Daytime Telephone Number**.....

For information on how the waiting lists for Islington Schools operate, please refer to the Secondary Schools Booklet available from: [www.islington.gov.uk/admissions](http://www.islington.gov.uk/admissions)

**Proposed Admission Criteria to Islington Community Secondary Schools:  
2016/17**

Applicants with a Statement of Special Educational Needs (SEN) or Education, Health and Care Plan (EHCP) will be admitted (via the SEN process as outlined in Section 324 of the Education Act 1996) to the school named in the Statement or EHCP.

In the event of over-subscription to a community secondary school, the following criteria will be applied in the order listed below:

- 1) **Looked after children and children who have been adopted** (or made subject to a child arrangement order or special guardianship order) **immediately after being looked after.**
- 2) **Siblings:** A sibling is defined as a brother or sister, half brother or sister, step brother or sister or adopted brother or sister whose main residence is at the same address. This criterion will apply to applicants with a sibling living at the same address who is on the roll of the preferred school (Years 7 to 11), or co-located Special School, at the time of proposed admission in the new academic year.
- 3) The Director of Children's Services, on an individual basis, may give priority to applicants who can demonstrate that admission to a particular school is necessary on the grounds of professionally supported *exceptional medical, social or special educational needs*. Parents must supply details of any such special factors at the time of the original application (together with recent supporting documentation), to enable these factors to be considered.
- 4) **Distance:** Applicants who live nearest to the preferred school. Nearness to the school will be determined by a computerised mapping system using a **straight line** distance measurement. Routes will be calculated from the home address (as defined by the Land & Property Gazetteer) to the midpoint of the school grounds (as determined by Islington Local Authority).

Distance will be used as a tiebreaker for over-subscription criteria 1- 3.

**Multiple births**

• **Secondary**

If only one place is available at the school and the next child who qualifies for a place is one of multiple birth siblings, we will ask community schools to admit the siblings and go over their published admission number to support the family.

**Secondary School Admission Numbers  
2016/17**

Name of school	Type	Places available for September 2015	Proposed places available for September 2016
<b>COMMUNITY SCHOOLS</b>			
Elizabeth Garrett Anderson School	Girls	180	180
Highbury Fields	Girls	140	140
Highbury Grove	Mixed	210	210
Holloway	Mixed	180	180
Islington Arts and Media	Mixed	150	150
<b>VOLUNTARY AIDED AND FOUNDATION SCHOOLS</b>			
Central Foundation School	Boys	150	150
Mount Carmel School	Girls	140	140
St Aloysius School	Boys	180	180
<b>ACADEMIES</b>			
City of London Academy	Mixed	125	125
St Mary Magdalene Academy	Mixed	180	180
<b>TOTAL AVAILABLE PLACES</b>		<b>1635</b>	<b>1635</b>

## PROPOSED ARRANGEMENTS FOR PRIMARY RECEPTION:

### Pan-London Coordinated Scheme 2016/17

#### GLOSSARY

**Admission Authority:** The body responsible for setting and applying a school's admission arrangements. For community schools, the local authority is the admission authority; and for foundation or voluntary aided schools, the governing body of the school is the admission authority. For Academies the Funding Agreement states who is responsible for applying admission arrangements which can only be set or altered with the prior agreement of the Secretary of State.

**Home Local Authority (HLA):** The authority area in which the child lives.

**Maintaining Local Authority (MLA):** The authority area in which the school is located.

#### APPLICATIONS

1. Islington LA will advise **HLAs** of their resident pupils on the roll of Islington LA's maintained children's centres, nursery schools, primary schools and Academies who are eligible to transfer to reception in the forthcoming academic year.
2. Islington residents can apply online at [www.islington.gov.uk/admissions](http://www.islington.gov.uk/admissions) or alternatively submit a paper application available upon request from the School Admissions Team by telephone (020 7527 5515) or in person (Council Offices at 222 Upper St, N1 1XR).
3. Islington LA will take all reasonable steps to ensure that every parent who has a child in the cohort and is resident in Islington is aware of, and has access to, Islington's composite school prospectus. The prospectus will be available online, with reference copies sent to Islington primary schools, libraries and key community groups in early **September 2015**. Reference copies of the prospectus will also be available from the School Admissions Team upon request at the Council's Offices at 222 Upper St, N1 1XR.
4. The online brochure will also be available to parents who are non-residents and will include information on how to access their home local authority's equivalent School Admissions Application Form.
5. The admission authorities within Islington will not use supplementary information forms except where the information available through the School Admissions Application Form is insufficient for consideration of the application against the published oversubscription criteria. Where admission authorities within Islington use supplementary forms, we will seek to ensure that these only collect information which is required by the published oversubscription criteria, in accordance with paragraph 2.4 of the School Admissions Code.

6. Where supplementary forms are used, they will be made available on Islington's website or from the school concerned for resident and non-resident applicants alike. The supplementary forms will advise parents that they must also complete their home local authority's School Admissions Application Form
7. Islington's composite prospectus will indicate which Islington schools require supplementary information forms to be completed.
8. Where a school in Islington receives a supplementary information form, it will **not** be considered a valid application unless:
  - the parent has also completed Islington's School Admissions Application Form or their HLA's equivalent common application form **AND**
  - the school is listed as a preference on it.
9. Islington LA will share the details of each application for an Islington voluntary-aided school with that school. Schools that require a supplementary information form will check that each parent has completed one. If one has not been received the school will make contact with the parent and ask them to complete one. **The school will also check that each parent that has completed a supplementary form has also completed a School Admissions Application Form.** If any parent has not completed a School Admissions Application Form, the school will share that information with Islington LA who will then contact the parent and ask them to complete one.
10. Applicants will be able to express a preference for up to six maintained primary schools or Academies within and/or outside Islington.
11. The order of preference given on the School Admissions Application Form will not be revealed to a school. However, where a parent resident in Islington expresses a preference for schools in the area of another MLA, the order of preference will be revealed to that LA in order to determine the highest ranked preference in cases where a child is eligible for a place at more than one school.
12. The address that will be used to process an application will be the child's normal and permanent address as at the closing date for applications (**15 January 2016**).
13. Islington LA may not accept a temporary address where the applicant still possesses a property that was previously used as a home address; nor accept a temporary address if it is used solely or mainly to obtain a school place.
14. The LA may also undertake additional checks with the new school to ascertain whether the child's home address has changed since the application was completed and will investigate all applications where:
  - there are any doubts about the information originally provided;
  - information has been received from a member of the public to suggest a fraudulent application has been made;
  - the Council Tax account is in a different name from the applicant's.



15. Any applicant who provides who provides false or misleading information will have their offer of a school place withdrawn, and may also be subject to legal proceedings.
16. Islington LA undertakes to carry out the address verification process set out in its entry in the Pan-London Business User Guide. This will in all cases include validation of resident applicants against Islington LA's maintained children centre, nursery and primary school data and the further investigation of any discrepancy. Where Islington LA is not satisfied as to the validity of an address of an applicant whose preference has been sent to a MLA, it will advise the MLA no later than **15 February 2016**.
17. Islington will confirm the status of any resident child for whom it receives an Application Form stating s/he is a 'Child Looked After' and will provide evidence to the MLA in respect of a preference for a school in its area by **03 February 2016**.
18. Islington LA will advise a MLA of the reason for any preference expressed for a school in its area, in respect of a resident child born outside of the correct age cohort, and will forward any supporting documentation to the MLA by **3 February 2016**.

## **PROCESSING**

19. Applicants who are resident within Islington LA must return the School Admissions Application Form, which will be available on-line completion, to Islington LA by **15 January 2016**.
20. Application data relating to preferences for schools in other participating LAs will be up-loaded to the Pan-London Register (PLR) by **03 February 2016**. Supplementary information provided with the Schools Admission Application Form will be sent to MLAs by the same date.
21. Islington LA will accept late applications only if they are late for a good reason and received by **15 February 2016**, deciding each case on its own merits.
22. Where such applications contain preferences for schools in other LAs, Islington LA will forward the details to MLAs via the PLR as they are received. Islington LA will accept late applications which are considered to be on time within the terms of the HLA's scheme.
23. The latest date for the upload to the PLR of late applications which are considered to be on-time within the terms of the HLA's scheme is **15 February 2016**.
24. Where an applicant moves from one participating HLA to another after submitting an on-time application under the terms of the former HLA's scheme,

the new HLA will accept the application as on-time up to **15 February 2016**, on the basis that an on-time application already exists within the Pan-London system.

25. Islington LA will participate in the application data checking exercise scheduled between **16 February and 23 February 2016**.
26. All preferences for schools within Islington will be considered by the relevant admission authorities without reference to rank order. When the admission authorities within Islington have provided a list of applicants in criteria order, Islington LA shall, for each applicant to its schools for whom more than one potential offer is available, use the highest ranked preference to decide which single potential offer to make.
27. Islington LA will carry out all reasonable checks to ensure that pupil rankings are correctly held in its LAS (Local Admissions System – ONE) before uploading data to the PLR.
28. Islington LA will upload the highest potential offer available to an applicant for a maintained school or Academy to the PLR by **15 March 2016**. The PLR will transmit the highest potential offer specified by the MLA to the HLA.
29. Islington's LAS will eliminate, as a HLA, all but the highest ranked offer where an applicant has more than one potential offer across MLAs submitting information within deadline to the PLR. This will involve exchanges of preference outcomes between the LAS and the PLR which will continue until notification that a steady state has been achieved or until **23 March 2016** if this is sooner.
30. Islington LA will not make an additional offer between the end of the iterative process and the **18 April 2016**. This may impact on an offer being made by another participating LA.
31. Notwithstanding paragraph 23, if an error is identified within the allocation of places at one of Islington's schools, Islington LA will attempt to manually resolve the allocation to correct the error. Where this impacts on another LA (either as a home or maintaining LA) Islington LA will liaise with that LA to attempt to resolve the correct offer and any multiple offers which might occur. However, if another LA is unable to resolve a multiple offer, or if the impact is too far reaching, this LA will accept that the applicant(s) affected might receive a multiple offer.
32. Islington LA will participate in the offer data checking exercise scheduled between **24 March and 12 April 2016** in the Pan-London timetable in **Appendix 3, Schedule C**.
33. Islington LA will send a file to the E-Admissions portal with outcomes for all resident applicants who have applied online no later than **13 April 2016**.

## OFFERS

34. Islington LA will ensure, so far as is reasonably practical that each resident applicant who cannot be offered a preference expressed on the School Admissions Application Form receives the offer of an alternative school place. The applicant will be offered the nearest community school to the home address with an available place.
35. Islington LA will inform all resident applicants of their highest offer of a school place and, where relevant, the reasons why higher preferences were not offered, whether they were for schools in Islington or in other participating LAs.
36. Islington LA will use the form of notification letter set out in **Appendix 3, Schedule D**.
37. Islington LA will, on **18 April 2016** (National Offer day), send by first class post notification of the outcome to resident applicants.
38. Islington LA will provide children centre, nursery and primary schools with destination data of its resident applicants after offer date.

## POST OFFER

39. Islington LA will request that resident applicants accept or decline the offer of a place by **30 May 2016**, or within two weeks of the date of any subsequent offer.
40. Where an applicant resident in Islington accepts or declines a place in a school maintained by another LA by **2 May 2016**, Islington LA will forward the information to the MLA by **17 May 2016**. Where such information is received from applicants after **2 May 2016**, this LA will pass it to the maintaining LA as it is received.
41. Islington LA will inform the **HLA**, where different, of an offer for a maintained school or Academy in Islington which can be made to an applicant resident in the HLA's area, in order that the HLA can offer the place.
42. When acting as a MLA, Islington LA and the admission authorities within it will not inform an applicant resident in another LA that a place can be offered.
43. When acting as a HLA, Islington LA will offer a place at a maintained school or Academy in the area of another LA to an applicant resident in its area, provided that the school is ranked higher on the School Admissions Application Form than any school already offered.
44. Where Islington LA is informed by a MLA of an offer which can be made to an applicant resident in Islington which is ranked lower on the School Admissions Application Form than any school already offered, it will inform the MLA that the offer will not be made.

45. Where Islington, acting as a HLA, has agreed to a change of preference order for good reason, it must inform any MLA affected by the change.
46. When acting as a MLA, Islington LA will inform the HLA, where different, of any change to an applicant's offer status as soon as it occurs.
47. When acting as a MLA, Islington LA will accept new applications (including additional preferences) from HLAs for maintained schools and academies in its area.

## **WAITING LISTS**

48. Where a child does not receive an offer of their first preference, his/her name will automatically be placed on the waiting list for each Islington school for which he/she is eligible, that is a higher preference school to the one that has been offered. Parents will be given the opportunity to make applications to Islington schools to which they did not originally apply.
49. Waiting lists will be kept by all admission authorities in Islington LA. Academies, voluntary-aided and foundation schools will apply their own admission arrangements. Islington LA will keep a duplicate waiting list and will offer places on behalf of the governing body. Waiting lists for community schools will be administered centrally by the Islington MLA during the Autumn Term.
50. Waiting lists for entry to Reception Year in **September 2016** will be compiled on **9 May 2016** (after the deadline for acceptance of places) and will be kept in strict criteria order with no differentiation between on-time or late applications.
51. Waiting lists will be maintained and places allocated, as they become available, in accordance with each admission authority's published admission and oversubscription criteria.
52. Children will remain on the waiting list until the end of the Autumn Term. After this period, parents should contact the relevant school in writing to extend this further.

## **DEFERRING ADMISSION**

53. Parental requests to defer their child's admission **within the same academic year** will be considered by the head teacher of the offered school who will have the discretion (acting reasonably) to defer entry or not.
54. In the case of a parental request to defer their child's admission into the reception class for **the following academic year**, the local authority will consider each case on its merits, in the best interests of the child, using the following criteria:
  - the needs of the child and the possible impact on them of entering year 1 without having first attended the reception class;

- in the case of children born prematurely, the fact that they may have naturally fallen into the lower age group if they had been born on their expected date of birth;
  - whether delayed social, emotional or physical development is adversely affecting their readiness for school;
  - any evidence provided by the parents to support their request;
  - the views of the head teacher of the relevant school;
  - relevant research into the outcomes of summer born and premature children.
55. If the deferment is agreed, the parent must reapply for a reception class place on the basis of the following year's oversubscription criteria.
56. In both cases, the child **MUST** begin to attend school upon reaching statutory school age (i.e. at the start of the term following their fifth birthday).

#### **CHILDREN OF UK SERVICE PERSONNEL (UK ARMED FORCES)**

57. For families of service personnel with a confirmed posting in Islington LA, or crown servants returning from overseas to live in Islington LA, we will:
- allocate a place in advance of the family arriving in Islington provided the application is accompanied by an official letter that declares a relocation date and a Unit postal address or quartering area address;
  - describe Islington's arrangements for the admission of children of UK Service Personnel in our composite admissions brochures;
  - ensure our arrangements do not disadvantage service children through an annual review of existing procedures.
58. Applications will be processed in line with Islington's school admissions procedures as described above.
59. Where possible, a place will be offered at the applicant's highest preferred school as listed on the application form.
60. Where it is not possible to offer a place at one of the preferred schools, a place will be allocated at the child's nearest Islington community school with a vacancy and the family offered the right of appeal.
61. The allocated place will be held open for a period of up to two school terms in advance of the family's move to the UK. This may be extended in individual circumstances.
62. The child will be placed on the waiting list for any higher preference school than the one offered as described above

**Proposed Timetable for the Determination of Applications to  
Primary (Reception Class) School: 2016/17**

<b>15 January 2016</b>	Statutory deadline for receipt of applications
<b>3 February 2016</b>	Deadline for the transfer of application information by the Home LA to the PLR (ADT file)
<b>15 February 2016</b>	Deadline for the upload of late applications to the PLR
<b>16 February 2015 – 23 February 2016</b>	Checking of application data
<b>15 March 2016</b>	Deadline for the transfer of potential offer information from the Maintaining LAs to the PLR (ALT file).
<b>23 March 2016</b>	Final ALT file to PLR
<b>24 March – 12 April 2016</b>	Checking of offer data
<b>13 April 2016</b>	Deadline for on-line ALT file to portal
<b>18 April 2016</b>	National Offer Day – offer letters posted
<b>2 May 2016</b>	Deadline for receipt of acceptances
<b>16 May 2016</b>	Deadline for transfer of acceptances to maintaining LAs

**PROPOSED NOTIFICATION LETTER**

**18 April 2016**

Ref: «pupil\_id»

To the Parent/Carer of  
«pupil\_firstname» «pupil\_surname»  
«gu\_unit\_no» «gu\_unit\_name»  
«gu\_house\_no» «gu\_street»  
«gu\_main\_road»  
«gu\_district»  
«gu\_town»  
«gu\_county»  
«gu\_postcode»

School Admissions Team  
222 Upper Street, London N1 1XR  
Tel: 020 7527 5515  
Fax: 020 7527 5694  
Email: admissions@islington.gov.uk  
This matter is being dealt  
with by: Brian Jones

Dear Parent/Carer,

**PRIMARY ADMISSIONS (Reception Class): 2016/17**

I am writing to let you know the outcome of your application for a primary school place. Your child «pupil\_firstname» has been offered a place at «alloc\_pref».

**Accepting the offer of the school place**

It is important that you confirm as soon as possible that you wish to accept the offer of a place at «alloc\_pref». Please complete the reply slip below and return by **2 May 2016**. Failure to do so may result in this offer being withdrawn.

Once your acceptance is received, the school will be informed and will contact you to provide further information about the arrangements for admission.

Please note that applications for any schools that you listed lower on your application form, were automatically withdrawn under the co-ordinated admission arrangements.

**If you were not offered your first preference school**

I am sorry that it was not possible to offer a place at any of the schools which you have listed higher on your application form. For each of these schools there were more applications than places available, and other applicants had a higher priority than your child under the school's published admission criteria.

If you would like further information about why your child was not offered one of your higher preference schools, then please contact the admission authority for that school. An admission authority will either be the school or the local authority where the school is located.

We are the admission authority for community schools in Islington. For all other schools and academies in Islington, please contact them directly.

The contact details for other admissions authorities can be found in our Primary Transfer booklet available at <http://www.islington.gov.uk/admissions>

### Appeals

You have the right of appeal under the School Standards & Framework Act 1998 against the refusal of a place at any of the schools which you listed on your application form.

If you wish to appeal:

- for community schools in Islington please contact the School Admissions Team at the above address or visit <http://www.islington.gov.uk/admissions> and return your completed appeal form to the address at the top of this letter
- for all other schools and academies in Islington please contact the school direct
- for schools outside Islington, please contact the local authority where the school is located.

The outcome of your appeal will not be influenced by the acceptance of a place at an alternative school.

### Waiting lists

I can confirm that your child's name has been placed on the waiting list for any Islington school that you have listed higher on your form. **If you do not wish to remain on these waiting lists, please tick the relevant box on the reply slip.**

If you would like «**pupil\_firstname**» to be placed on a waiting list for any other school, then please contact the Islington School Admissions Team. Your child will remain on the waiting list until the end of the Autumn Term for Islington Community Schools unless you contact the School Admissions Team in writing to extend this further by the end of December 2015.

If you have any further queries please do not hesitate to contact a member of the School Admissions Team on 020 7527 5515.

**Yours sincerely,**

Brian Jones  
Head of School Admissions

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Please return this form by post/fax or email by:

2 May 2016

To: Islington School Admissions Team  
222 Upper Street  
London N1 1XR

E. admissions@islington.gov.uk  
F. 020 7527 5694

1. Accepting a place

I wish to accept a place for «pupil\_firstname» «pupil\_surname» at «alloc\_pref»

\*\*I do not wish to accept a place for «pupil\_firstname» «pupil\_surname» at «alloc\_pref»

**\*\*Please complete this section if not accepting this school place.**  
 I do not wish to accept a place at the above school. My child will be educated as follows:

.....

.....

2. Waiting lists

I would like my child to be placed on the waiting list for the following schools (up to six maximum):

.....

.....

Please remove my child from all waiting lists.

.....  
Signature of Parent/Carer

...../...../.....  
Date

Daytime Telephone Number.....

For information on how the waiting lists for Islington Schools operate, please refer to the Primary Schools Booklet available from: [www.islington.gov.uk/admissions](http://www.islington.gov.uk/admissions)

## Proposed Criteria for Admissions to Islington Community Primary Schools: 2016/17

Applicants with a Statement of Special Educational Needs (SEN) will be admitted (via the SEN process as outlined in Section 324 of the Education Act 1996) to the school named in the statement.

In the event of over-subscription to a community primary school, the following criteria will be applied in the order listed below:

1. **Looked after children and children who have been adopted** (or made subject to a child arrangement order or special guardianship order) **immediately after being looked after.**
2. **Siblings:** A sibling is defined as a brother or sister, half brother or sister, step brother or sister or adopted brother or sister whose main residence is at the same address. This criterion will apply to applicants with a sibling living at the same address who is on the roll of the preferred school (Reception Class to Year 6) or co-located Special School at the time of proposed admission in the new academic year.
3. The Director of Children's Services, on an individual basis, may give priority to applicants who can demonstrate that admission to a particular school is necessary on the grounds of professionally supported exceptional **medical, social or special educational needs**. Parents must supply details of any such special factors at the time of the original application (together with recent supporting documentation), to enable these factors to be considered.
4. **Distance:** Applicants who live nearest to the preferred school. Nearness to the school will be determined by a computerised mapping system using a **straight line** distance measurement. Routes will be calculated from the home address (as defined by the Land & Property Gazetteer) to the midpoint of the school grounds (as determined by Islington Local Authority).

Distance will be used as a tiebreaker for over-subscription criteria 1- 3.

### Multiple Births

- **Key Stage 1**

If only one place is available at the school and the next child who qualifies for a place is one of multiple birth siblings, schools will go over their published admission number to support the family as required by the draft School Admissions Code 2012.<sup>1</sup>. These children will be deemed as 'excepted' pupils under KS1 class size legislation.

- **Key Stage 2**

If only one place is available at the school and the next child who qualifies for a place is one of multiple birth siblings, we will ask community schools to admit the siblings and go over their published admission number to support the family.

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<sup>1</sup> 2.15 Infant class size - .....excepted children are: g) twins and children from multiple births when one of the siblings is the 30<sup>th</sup> child admitted

## Proposed Primary School Admission Numbers 2016/17

SCHOOL	Planning Area	PAN 2015	Proposed PAN 2016	Notes
Ambler Primary School & Children's Centre	2	60	60	
Ashmount Primary School	1	60	60	
Blessed Sacrament Catholic Primary School	3	30	30	
Canonbury Primary School	4	60	60	
Christ The King Catholic Primary School	1	60	60	
Clerkenwell Parochial CofE Primary School	4	30	30	
Copenhagen Primary School	3	60	60	
Drayton Park Primary School	2	45	45	
Duncombe Primary School	1	60	60	
Gillespie Primary School	2	30	30	
Grafton Primary School	2	60	60	
Hanover Primary School	4	45	45	
Hargrave Park Primary School	1	45	45	
Highbury Quadrant Primary School	2	60	60	
Hugh Myddelton Primary School	4	60	60	
Hungerford Primary School and Children's Centre	3	60	60	
Laycock Primary School	3	50	50	
Montem Primary School	2	60	60	
Moreland Primary School	4	30	30	
Newington Green Primary School	2	60	60	
Pakeman Primary School	2	45	45	
Pooles Park Primary School	2	60	60	
Prior Weston Primary School	4	60	60	
Robert Blair Primary School	3	27	27	Temporary reduction from 30
Rotherfield Primary School	4	60	60	
Sacred Heart Catholic Primary School	3	45	60	Permanent increase
St Andrew's Barnsbury Church Of England Primary	3	30	30	
St Joan of Arc Catholic Primary School	2	60	60	
St John Evangelist Catholic Primary School	4	40	40	
St John's Highbury Vale CofE Primary School	2	30	30	
St John's Upper Holloway CofE Primary School	1	30	30	
St Joseph Roman Catholic Primary School	1	60	60	
St Jude And St Paul's CofE Primary School	2	30	30	
St Luke's CofE Primary School	4	30	30	
St Mark's CofE Primary School	1	30	30	
St Mary Magdalene Academy	3	30	30	
St Mary's CofE Primary School	3	30	30	
St Peter And St Paul Catholic Primary School	4	30	30	
The New North Academy	4	60	60	
Thornhill Primary School	3	60	60	
Tufnell Park Primary School	1	45	45	
Vittoria Primary School	3	30	30	
Whitehall Park Free School	1		56	
William Tyndale Primary School	3	60	60	
Winton Primary School	3	30	30	Temporary reduction from 45
Yerbury Primary School	1	60	60	
<b>TOTAL</b>		<b>2097</b>	<b>2168</b>	

## PROTOCOLS FOR IN-YEAR ADMISSIONS 2015/16 and 2016/17

### GLOSSARY

**Admission Authority:** The body responsible for setting and applying a school's admission arrangements. For community schools, the local authority is the admission authority; and for foundation or voluntary aided schools, the governing body of the school is the admission authority. For Academies the Funding Agreement states who is responsible for applying admission arrangements which can only be set or altered with the prior agreement of the Secretary of State.

**Home Local Authority (HLA):** The authority area in which the child lives.

**Maintaining Local Authority (MLA):** The authority area in which the school is located.

### PRINCIPLES

1. The aim of these protocols is to establish a fair, clear and simple process for Islington parents wishing to apply for a place at an Islington school.
2. The protocols have also been designed to safeguard children from 'slipping through the net' and being left without a school place.
3. To this end there will be a single process for admission to any school in Islington, including community, academy and voluntary-aided schools.
4. The administrative responsibility for processing in-year applications has been delegated to schools. For community schools however, the local authority remains the admission authority and retains overall responsibility for the allocation of school places.
5. Schools will work in partnership with Islington LA both in its capacity as HLA and MLA to safeguard children and to ensure a fair, clear and simple process for Islington parents.

### APPLICATIONS

6. Applications for all Islington schools, from children resident in Islington will be made on Islington's online In-Year School Admissions Application Form. This will include all the fields and information specified in Schedule E which has been previously agreed by all PAN London Authorities and is compliant with the School Admissions Code.
7. The In-Year School Admissions Application Form will be available as an online application form at: [www.islington.gov.uk/admissions](http://www.islington.gov.uk/admissions). Alternatively, a paper form can be requested from the Islington School Admissions Team by telephone on 020 7527 5515 or in person at the Council Offices at 222 Upper St, N1 1XR.

8. As Islington schools will be responsible for making offers and holding waiting lists, an individual application must be made to each preferred school so that preference order is not disclosed.
9. Parents can apply to any school in Islington and there is no limit on the number of preferences.
10. Islington schools will forward applications for children living elsewhere in England to Islington MLA who will liaise with the child's HLA and share the outcome of the application.
11. Islington LA will allow parents to submit an online enquiry via email to express an interest in applying for an In-Year school place.
12. Own admission authorities within Islington will only use supplementary forms where the information available through the School Admissions Application Form is insufficient for consideration of the application against their published oversubscription criteria.
13. Supplementary forms will be available from the Islington school concerned, on Islington's website and from the Islington School Admissions Team.
14. Any supplementary forms must advise parents that they must also complete their HLA's School Admissions Application Form. Islington's online composite admission brochures and website will indicate which Islington schools require supplementary forms to be completed and where they can be obtained.
15. Where an admission authority in Islington receives a supplementary form, it will consider it to be a valid application, and the parent will also be asked to complete their HLA's School Admissions Application Form.
16. Where there is no waiting list and only the HLA's Application Form is received, Islington schools MUST admit the child. If there is a waiting list, a supplementary form should be completed where relevant in order for the application to be ranked correctly.
17. Any Islington school that operates a banding system that requires testing to take place must ensure appropriate arrangements are made for this to happen in a timely manner.
18. Islington MLA will accept any preference received from a HLA for a maintained school or Academy in Islington.
19. On request from an Islington school, Islington LA will undertake to carry out address verification and measuring of home to school distances. This service will be provided at no additional cost to Islington community and voluntary-aided schools. However, there will be a charge to Academies.

20. Where Islington HLA is not satisfied as to the validity of an address of an applicant whose preference has been sent to a MLA, it will advise the MLA as soon as it becomes apparent.
21. On request, Islington HLA will check the status of any applicant who is a 'Looked After' child or who has been adopted (or made subject to a child arrangement order or special guardianship order) immediately after being looked after, and provide evidence to the MLA in respect of a preference for a school not in Islington MLA as soon as it is received.

## **PROCESSING**

22. Applicants with children resident in Islington must complete and return Islington's online In-Year School Admissions Application Form, a copy of which is sent directly to the preferred Islington school and School Admissions Team.
23. Islington schools will be responsible for ranking and decision-making in relation to which child is to be offered a place in accordance with their published admission criteria.
24. Islington schools will also be responsible for maintaining their waiting lists in admission criteria order.
25. Continuity in a child's education is of significant importance. Islington's head teachers are committed to working in partnership with each other and Islington LA to minimise disruption to a child's education through changing schools mid-year, unless it is in the child's best interest to do so.
26. Where an application is received from a child who attends another Islington school, the head teacher of the preferred Islington school will inform the current Islington school of the application. This will provide the current Islington school with the opportunity to discuss with the parent their reasons for wishing to change schools.
27. Schools must notify the MLA of any completed In-Year School Admissions Application Form, and inform the HLA of which children are to be offered a school place and similarly which children are not to be offered a school place. This is an important safeguarding process to ensure no child is left without a school place. Islington schools will provide Islington LA with a copy of the application form to enable the HLA to verify the address and calculate distances where requested as detailed above.
28. Islington schools will send out their own offer (Schedule F) or no offer letter (Schedule G) and provide Islington LA with a copy.
29. Where an Islington school informs Islington LA that they are unable to offer a place, parents will be informed of their right of appeal and which Islington schools have suitable vacancies.

30. Islington schools must keep SIMS up to date as vacancy information will be based on this data. On request from Islington MLA, schools will provide vacancy numbers. This will ensure Islington MLA maintains an overview of pupil numbers and vacancies across the borough so that any unplaced children can be allocated a suitable school place quickly.
31. Islington schools not transferring their data directly to Islington LA via the 'B2B' link will provide vacancy information as requested by Islington MLA.
32. Applications from children resident outside Islington will be processed in accordance with the Home LA's arrangements.
33. Similarly, Islington residents wishing to apply for a school in another MLA will be advised of how to do so. Islington HLA will work with other London authorities to ensure these pupils are tracked from receipt of the application to the offer of a school place.
34. Where it is not possible to offer an Islington resident one of their preferred schools, Islington LA will allocate a suitable Islington school place within 20 school days of being notified of the 'no offer'. Applicants will also be advised of their right of appeal.

## **OFFERS**

35. Islington schools will send out their own offer (Schedule F) or no offer letter (Schedule G) using the templates provided as a guide and provide Islington LA with a copy.
36. Islington MLA will aim to share the outcome of an application for one of its schools with the HLA within 10 school days of receiving the data. Where it is clear to Islington that no vacancy exists for the child, Islington MLA will inform the HLA as soon as possible after receipt of the application data. If it has not been possible to make a decision within 10 school days, Islington MLA will undertake to send details of the outcome of an application for one of its schools to the HLA as soon as a decision is made, but within 20 school days of receiving the application data.
37. Where it has not been possible to share the outcome of an application for an Islington school within 10 working days of receiving the data, Islington MLA understands that the HLA may send an outcome letter advising the parent that a decision has not yet been made in respect of an Islington school.
38. Where Islington HLA has not received an outcome for a school within another MLA, Islington as HLA, will case manage that application to ensure that no unplaced child is left without a school place.
39. Where a parent moves from one HLA to another after submitting an application, the previous HLA will pass responsibility to the new HLA which, once it is satisfied that the applicant has moved into its area, will accept responsibility for that applicant.

## **POST OFFER**

40. Islington schools/HLA will request that resident parent/s accept or decline the offer of a place within two weeks.
41. Where a parent does not respond within this timeframe and the application is for an out of borough school, schools (or Islington HLA) will make every reasonable effort to contact the parent directly or via the MLA.
42. Only where the parent fails to respond and schools (or Islington HLA) can demonstrate that every reasonable effort has been made to contact the parent, will the offer of a place be withdrawn.
43. Where a parent resident in Islington accepts or declines a place in a school maintained by another LA, Islington HLA will forward the information to the MLA as soon as it is received.
44. For school to school transfers between Islington schools that do not require a house move, or where there is no need for an immediate move, Islington schools will be able to defer admission to the next half term if both head teachers agree that this is in the child's best interest.
45. Islington MLA will aim to inform the HLA whether a child offered a place at a school in its area has been placed on roll at the school within 5 working days of being placed on roll.
46. Islington MLA will notify the HLA of any appeals that are upheld for Islington schools.

## **WAITING LISTS**

47. Islington schools will hold waiting lists in the published criteria order and provide a copy for the Islington MLA.
48. Where a place is available to be offered from the waiting list to a child resident in another LA, schools will make the offer and inform Islington MLA who will liaise with the HLA.
49. Where Islington HLA is informed that another MLA is able to offer a place from the waiting list to one of its residents, it will track the pupil from offer to admission.
50. Children will remain on the waiting list of Islington schools *for the academic year in which the application is made* unless parents contact the school to extend this further.



## TIMING OF ADMISSION

51. For school to school transfers from one Islington school to another that **do not** necessitate a house move or an immediate start at a new school (as agreed by both head teachers), admission can be deferred to the start of the next half term as follows:

### SCHOOL TO SCHOOL TRANSFERS BETWEEN ISLINGTON SCHOOLS NOT REQUIRING A HOUSE MOVE OR IMMEDIATE START

Application date	Admission date
June-August	Start of the Autumn Term
September-October	First week after October Half Term
November-December	Start of the Spring Term
January-February	First week after February Half Term
March-April	Start of Summer Term
May	First week after May Half Term

52. When a child leaves an Islington school, the name of the child and the child's future educational provision should be notified to the School Admissions Team and the relevant safeguarding procedures followed as outlined in Islington's local Education Welfare Service guidance.

## FAIR ACCESS ADMISSIONS

53. Islington residents deemed to have challenging behaviour will be admitted to an Islington school under Islington's Fair Access Protocol by the Primary and Secondary Securing Education Boards which meet approximately once a month.

54. The Securing Education Boards determine whether pupils should be admitted under Islington's Fair Access Protocol and which schools should be allocated.

55. All schools and academies must take part.

56. Schools are allocated on a 'fair share' basis to ensure equity across all Islington schools and academies and not just those with vacancies.

57. Where possible parental preference is accorded but cannot always be guaranteed.

58. Schools allocated pupils under the Fair Access Protocol may, in some circumstances be provided with additional resources to support the pupils' reintegration.

59. Admissions will be scrutinised by the Islington School Admissions Forum to ensure the Fair Access Protocol is being applied equitably.

## **CHILDREN OF UK SERVICE PERSONNEL (UK ARMED FORCES)**

60. For families of service personnel with a confirmed posting in Islington LA, or crown servants returning from overseas to live in Islington LA, we will:

- allocate a place in advance of the family arriving in Islington provided the application is accompanied by an official letter that declares a relocation date and a Unit postal address or quartering area address;
- describe Islington's arrangements for the admission of children of UK Service Personnel in our composite admissions brochures;
- ensure our arrangements do not disadvantage service children through an annual review of existing procedures.

61. Applications will be processed in line with Islington's school admissions procedures as described above.

62. Where possible, a place will be offered at the applicant's highest preferred school as listed on the application form.

63. Where it is not possible to offer a place at one of the preferred schools, a place will be allocated at the child's nearest Islington community school with a vacancy and the family offered the right of appeal.

64. The allocated place will be held open for a period of up to two school terms in advance of the family's move to the UK. This may be extended in individual circumstances.

65. The child will be placed on the waiting list for any higher preference school than the one offered as described above

Islington's In-Year Application Form will contain the following fields:

**CHILD'S DETAILS:**

Surname  
Forename(s)  
Middle Name(s)  
Home Address  
Date of Birth  
Gender  
Name, address and dates of attendance of current/previous school  
If currently in school, reason for transfer  
Permanent exclusions  
Does the applicant have a statement of SEN?  
Is the child looked after?

**PARENT'S/CARER'S DETAILS:**

Title  
Forename  
Surname  
Address (if different to child's address)  
Telephone Number(s)  
Relationship to Child  
Parental Responsibility?

**PREFERENCE DETAILS:**

Name and DfE number of school  
Local Authority in which the school is based  
Sibling Details  
Reasons for Preference (including any medical or social needs)

**OTHER:**

Declaration including consequences of providing false information  
Signature of parent or carer  
Date of signature  
Data Protection notice  
Checklist including advice about completing supplementary forms

**PRIVATE & CONFIDENTIAL**

Parent name and address

Date

Dear [Parent's name]

**OFFER LETTER**

Thank you for your application for a place at [School Name]. I am pleased to inform you that we are able to offer [Child's Name] a place at our school.

**Accepting the offer of the school place**

It is important that you confirm as soon as possible that you wish to accept a place at our school. Please complete the reply slip below and return it by [Deadline Date]. If you do not accept the place by this deadline, we may withdraw the offer.

Once your acceptance is received, we will contact you to provide further information about our joining arrangements.

**Sibling applications**

If you have any other children applying for a place at this school, please inform us immediately so we can prioritise their application as a sibling.

I look forward to receiving your acceptance.

Yours sincerely

**Head teacher / Principal**

**Cc. Islington School Admissions Team**

## Reply Slip

Please return this form by [deadline date] to:

**CONTACT NAME**  
**SCHOOL NAME AND ADDRESS**

I wish to accept

I do not wish to accept

a place at your school for my child.....

**Parent signature** .....

**Date** .....

**Daytime contact number** .....

**PRIVATE & CONFIDENTIAL**  
Parent name and address

Date

Dear [Parent's name]

**NO OFFER**

Thank you for your application for a place at [School Name]. I am sorry to inform you that it was not possible to offer [Child's Name] a place at our school as the relevant year group [Year X] is currently full. If you would like further information about this, please do feel free to contact me.

**Waiting list**

[Child's Name] has been placed on our waiting list. Children on the waiting list will be ranked in the following order, in line with our published admission criteria: (*applies to community schools only*)

1. **Looked after children and children who have been adopted** (or made subject to a child arrangement order or special guardianship order) **immediately after being looked after**
2. **Siblings**
3. **Exceptional medical, social or special educational needs**
4. **Distance**

Distance will be used as a tiebreaker for over-subscription criteria 1- 3.

For full details of our admissions policy, please see [www.islington.gov.uk](http://www.islington.gov.uk) and click on the relevant **determined admission arrangements**.

Please note that all offers will be made in strict accordance to our published admission criteria, and that your child's waiting list position can go down as well as up. Should a place become available for your child at our school then we will contact you immediately.

**Appeals**

You have the right of appeal under the School Standards & Framework Act 1998 against the refusal of a place at any school for which you have applied. If you wish to appeal, you can download an appeal form from [www.islington.gov.uk/admissions](http://www.islington.gov.uk/admissions) [for own admission authority schools state where an appeal form can be obtained]. Alternatively, please ring the Islington School Admissions team on 020 7527 5515.

The outcome of your appeal will not be influenced by the acceptance of a place at an alternative school.

If you have any further queries, then please do not hesitate to contact me.

Yours sincerely

**Head teacher / Principal**  
**Cc. Islington School Admissions Team**

## **In Year Admission Criteria to Islington Community Schools: 2015/16 & 2016/17**

Applicants with a Statement of Special Educational Needs (SEN) or Education, Health and Care Plan (EHCP) will be admitted (via the SEN process as outlined in Section 324 of the Education Act 1996) to the school named in the statement or EHCP.

In the event of over-subscription to a community secondary school, the following criteria will be applied in the order listed below:

- 1) **Looked after children and children who have been adopted** (or made subject to a child residence order or special guardianship order) **immediately after being looked after**.
- 2) **Siblings**: A sibling is defined as a brother or sister, half brother or sister, step brother or sister or adopted brother or sister whose main residence is at the same address. This criterion will apply to applicants with a sibling living at the same address who is on the roll of the preferred school (Years 7 to 11) at the time of proposed admission in the new academic year.
- 3) The Director of Children's Services, on an individual basis, may give priority to applicants who can demonstrate that admission to a particular school is necessary on the grounds of professionally supported **exceptional medical, social or special educational needs**. Parents must supply details of any such special factors at the time of the original application (together with recent supporting documentation) to enable these factors to be considered.
- 4) **Distance**: Applicants who live nearest to the preferred school. Nearness to the school will be determined by a computerised mapping system using a straight line distance measurement. Routes will be calculated from the home address, including flats (as defined by the Land & Property Gazetteer) to the midpoint of the school grounds (as determined by Islington Local Authority).

Distance will be used as a tiebreaker for over-subscription criteria 1- 3.

### **Multiple Births**

If only one place is available at the school and the next child who qualifies for a place is one of multiple birth siblings, we will ask community schools to admit the siblings and go over their published admission number to support the family. For KS1 children, schools will admit the siblings and go over their published admission number to support the family as required by the School Admissions Code 2012.<sup>2</sup>. These children will be deemed as 'excepted' pupils under KS1 class size legislation.

### **Tie Break**

If only one place is available and two or more families live an equal distance from the school or tie within any of the other criteria, then the allocation of that place will be determined by random allocation using a computerised system.

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<sup>2</sup> 2.15 Infant class size - .....excepted children are: g) twins and children from multiple births when one of the siblings is the 30<sup>th</sup> child admitted

## Islington Sixth Form Consortium Admissions Policy 2016/17

All applicants must register their interest to attend the consortium in the Spring Term.

Students who apply before the published deadline will be contacted to attend a meeting at one of the Consortium schools to provide advice on options and entry requirements for particular courses. This information is also available from the Islington Sixth Form Consortium Prospectus.

In the event that there are more applications than places available, the following oversubscription criteria will apply:

1. **Looked after children and children who have been adopted** (or made subject to a child arrangement order or special guardianship order) **immediately after being looked after.**
2. Students in Year 11 who attend one of the following four feeder schools (Central Foundation School, Highbury Fields School, Highbury Grove School and St Aloysius) who meet the entry requirements for their chosen course.
3. External applicants who meet the entry requirements for their chosen course.

In the event of more applications than places available within any criterion, the tiebreaker will be distance.

Final offers of a place on a specific course for all students will be conditional on attendance at Enrolment Day in August, induction in September (or prior notification of justifiable absence) and actual GCSE results.

The Consortium maintains the right to withdraw a publicised course if the number of students is insufficient.

The Consortium maintains the right to review and change the admissions policy.



**Proposed admission numbers for external applicants to Islington  
Sixth Form Consortium (iC6) 2016/17**

<b>Admission number for external applicants at Year 12</b>	<b>2015/16</b>	<b>2016/17 Proposed</b>
Highbury Grove	25	25
Highbury Fields	25	25
Central Foundation	25	25
St Aloysius	25	25

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**Report of:** Executive Member for Environment and Transport and Executive Member for Health and Wellbeing

Meeting of:	Date	Ward(s)
Executive	12.3.15	All

Delete as appropriate		Non-exempt
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## **SUBJECT: Smoke-free Designation for all Playgrounds**

### **1. Synopsis**

- 1.1 The Council has trialled smoke-free children's playgrounds at three sites. A survey has been undertaken with site users to seek their views on the initiative. The overwhelming response was supportive of the initiative.
- 1.2 There are fifty-five parks in Islington which have children's playgrounds. Some of these are large scale facilities (e.g. Highbury Fields and Barnard Park) and some smaller ones (e.g. Dalmeny Park and Girdlestone Park). A full list of parks with playgrounds is attached at Appendix A. There are also ninety-two Housing estates with playgrounds and play equipment.
- 1.3 It is proposed to extend the smoke-free designation to all children's playgrounds in Islington parks and also to all Housing estate playgrounds with effect from Spring 2015. This will support the Public Health Service in their efforts to encourage local residents to quit smoking and support the Council's agenda of giving children the best start in life. We will continue to work in partnership with colleagues from the health service and in particular with the provision of joint events and activities aimed at highlighting the initiative

### **2. Recommendations**

- 2.1 To agree to extend the smoke-free designation to all children's play areas in the Council's parks in order to protect children from secondary smoke and to promote healthy lifestyle.
- 2.2 To agree to extend the smoke-free designation to include all Housing estate playgrounds.

### **3. Background**

3.1 The Council is committed to a fairer Islington and in particular to:

- Providing the best start in life for children
- Supporting healthy, active and independent lives

The Greenspace Parks Improvement Plan includes two key objectives in its aim to help achieve the above:

- To make parks more child friendly
- To identify, deliver and promote opportunities to improve health and well-being through parks and open spaces

3.2 To help people live healthier lives and make healthier choices, the Council aimed to support 2,229 people in achieving a 4-week smoking quit in 2012-13. There is also a key link between the proposed smoke-free designation in Parks and Housing Estate playgrounds and to the current campaign by the Public Health Team and their work around the Joint Strategic Health Needs Assessment, and in particular the quit smoking campaign.

3.3 The Council has run a trial since 2013 at three key sites, namely Whittington Park, Paradise Park and Fortune Street Park though initially there was only a low-key soft launch. It was agreed that there would be a more formal launch of the initiative at the same sites in September 2014 and an event was arranged at Fortune Street Park, attended by the Executive Member for Environment and Transport. This event was publicised locally and via the web and attended by up to 250 people. As part of the event a formal survey was undertaken with site users to seek their views on the initiative. The overwhelming response was to support the initiative. The full survey can be found at Appendix B.

3.4 There has been liaison with and support from with the Smoke Free Projects Officer at NHS Whittington and we have already worked together in promoting quitting smoking at a number of Greenspace events. The overall aim of the current initiative is to encourage people to refrain from smoking in children's playgrounds.

3.5 Housing have been consulted in respect of extending the smoke-free designation to all estate playgrounds and are fully supportive of the initiative.

3.6 The Council is not at present able to enforce No Smoking in children's playgrounds as no legislative framework is in place. Instead the smoke-free designation gives people the opportunity to support the initiative by voluntarily refraining from smoking. The initiative will be supported by appropriate signage on playground gates and railings and also stencils on the ground at entrances to the main playgrounds. We will also produce posters to up on parks noticeboards, highlight it on the web and promote via twitter messages. There will also be some joint promotional working between the Area Parks Team and NHS Islington at schools located in the vicinity of selected playgrounds, and also through targeted events at sites to promote quitting smoking.

3.7 Although there is no legislative framework in place at the moment, the recently introduced power under the Anti-Social Behaviour Crime and Police Act 2014 to make public space 'protection orders' may facilitate the enforcement of No Smoking in playgrounds if a voluntary approach proves ineffective.

3.8 An additional benefit of the initiative will be to reduce the amount of smoking related litter within

playgrounds. Cigarette butts are difficult to clear effectively and can persist in the environment for a long time.

## **4. Implications**

### **4.1 Financial implications:**

The cost of relevant signage at all of the sites and installation of stencils on the ground at the entrances to the larger playground play areas will be met by existing budgets within the Greenspace Service and Housing.

### **4.2 Legal Implications:**

The current smoke-free regulations prohibiting smoking in enclosed and public places and workplace made under the Health Act 2006 have been effective since 1 July 2007. However, the regulations do not apply to open spaces and are therefore not applicable to outdoor play areas. The Council may introduce a voluntary smoke-free designation for its children's playgrounds located in parks and on its housing estates (Section 1 Localism Act 2011 and section 21 Housing Act 1985).

The smoke-free designation will not be legally enforceable in children's playgrounds but it will empower the community to influence the behaviour of smokers within the play areas.

The power to make Public Space Protection Orders under the Anti-Social Behaviour, Crime and Policing Act 2014 may enable the Council to introduce an enforceable smoking ban if a voluntary ban is ineffective. The Council may make a PSPO if it is satisfied on reasonable grounds that the following two conditions are met:

- (1) either activities carried on in a public place within the Council's area have had a detrimental effect on the quality of life of those in the locality, or it is likely that activities will be carried on in a public place within that area and that they will have such an effect and ;
- (2) the effect, or likely effect, of the activities is, or is likely to be, of a persistent or continuing nature such as to make the activities unreasonable, and therefore justifies the restrictions imposed by the notice.

As with all local authority decision making, if steps are taken to regulate smoking there will be the need to ensure that actions taken are proportionate and reasonable and that only relevant considerations are taken into account.

### **4.3 Environmental Implications:**

A reduction in smoking in children's playgrounds would lead to an improvement in air quality, as well as having health benefits for people using the playgrounds, particularly children suffering from asthma or adults with respiratory problems.

A reduction in smoking in the playground areas could also reduce littering inside parks and cigarette butts are a significant element of all litter in the UK. A reduction in cigarette butt litter would mean less toxic leachate from the butts, reducing the potential for damage to soil and biodiversity. It would also reduce the risk of ingestion (and subsequent possible health effects) by infants using the playground, as well as by domestic and wild animals who may pick them up.

### **4.4 Residents Impact Assessment:**

The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it

(section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding

A full resident impact assessment has been completed and is available on request. Potentially some parents or carers could be discouraged from taking their children to playgrounds and would have a negative impact on those young people. However a survey of users at one of the trial sites, 93% supported or strongly supported it and no one was against it. Conversely some parents or carers could be encouraged to take their children to playgrounds which would have a positive effect.

Adult smoking (especially parental smoking) is a significant factor for children starting to smoke. Therefore, the smoke-free designation may have an effect in reducing the number of children who take up smoking. When smoking is less visible to children, that helps de-normalise smoking.

Generally, smoking is proportionately higher amongst those from lower socio-economic groups. This change will benefit children from those groups by reducing the perception that smoking is normal and to create a smoke free environment for children's play.

## 5. Conclusion and reasons for recommendations

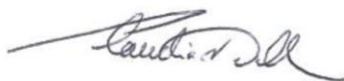
- 5.1 It is recommended that the smoke-free designation is extended to all parks and Housing playgrounds in the Spring of 2015 in order to support the Council's priorities of providing the best start in life for children and supporting healthy, active and independent lives, as well as make parks and playgrounds more child friendly.

**Appendices:** Appendix A - Full list of parks and estates with playgrounds  
Appendix B - Park user's survey

**Background papers:** none

Final report clearance:

**Signed by:**



24.2.15

Executive Member for Environment and Transport      Date



24.2.15

Executive Member for Health and Wellbeing      Date

Report Author: Andrew Bedford, Tel: x 3287, [andrew.bedford@islington.gov.uk](mailto:andrew.bedford@islington.gov.uk)

# APPENDIX A - Playgrounds & F

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## Estate

Dalmeny Estate
Andover Estate
Arbon Court Estate
Aubert Court
Besant Court Estate
Belvoir - Highcroft Estate
Bemerton Estate TMO
Bennett Court Estate
Bentham Court Estate
Besant Court Estate
Blackstock Road Estate
Blenheim Estate
Boston Estate
Bovingdon Estate
Brecknock Estate
Brunswick Estate TMO
Caledonian Estate
Canonbury Court
Cedar Court
Cluse Court
Crouch Hill Court Estate
Cummings Estate
Delhi Outram Estate
Dovercourt Estate
Downham Court
Earlstone Estate
Eden Grove Estate
Eden Grove Estate
Elia Street
Elthorne Estate
Finsbury Estate
Gardner Court
Girdlestone Estate
Harvist Estate
Hawthorne Close Estate
Haslam Close Estate
Highbury Estate
Highbury Quadrant
Hillrise Mansions Estate
Holly Park Estate

Hornsey Rise Estate
Jessop Place
John King Court Estate
Kerridge Court Estate
Kestrel House
King Square Estate
Landseer Court Estate
Lower Hilldrop Estate
Mallory Buildings
Manchester Mansions
Margery Fry Estate
Marquess Estate (New River Green Estate)
Mayville Estate
Mayville Estate
Mersey Estate
Miranda Estate TMO
Moelwyn Hughes Estate
New Orleans Estate
New River Court Estate
Park View Estate
Parker Court Estate
Parmoor House Stafford Cripps Estate
Percival Estate
Peregrine House
Richmond Grove Estate
Ringcross Estate
Sebbon St Estate
Sherston Court
Sickert Court Estate
Simmons House Estate
Six Acres Estate
Spriggs House Estate
St Lukes Estate
Stock Orchard Estate
Sussex Close Estate
Sussex Way Estate
Taverner & Peckett Estate TMO
Tremlett Grove Estate
Tufnell Park Estate
Tyndale Mansions Estate
Upper Hilldrop Estate
Vaudeville Court
Wakelin House Estate
Walkinshaw Court Estate
Wedmore Estate
Wenlake Estate TMO
Westacott Close
Westbourne Estate
Weston Rise Estate TMO
Widford Estate



Williamson st Estate
York Way Estate

### **Parks with Playgrounds**

Archway Park  
Arundel Square Gardens  
Astey's Row Playground  
Barnard Park  
Basire Street Playground  
Biddestone Road Open Space  
Caledonian Park  
Chambers Road Open Space  
Compton Street Open Space  
Cornwallis Park  
Culpeper Street Open Space  
Dalmeny Park  
Dartmouth Park  
Davenant Rd Open Space  
Edward Square  
Elthorne Park  
Eversleigh Street Open Space  
Fortune Street Gardens  
Foxham Gardens  
Girdlestone Park  
Graham Street Open Space  
Granville Square  
Grenville Road Open Space  
Highbury Fields  
Hillside Park  
Isledon Road Gardens  
Joseph Grimaldi Park  
King Square Gardens  
Kinloch Street Open Space  
Landseer Gardens  
Laycock Street Open Space  
Milner Square  
Morton Road Playground  
Myddelton Square  
Newington Green Gardens  
Nightingale Park  
Paradise Park  
Pemberton Gardens  
Quaker Gardens  
Radnor Street Open Space  
Rosemary Gardens  
Royal Northern Gardens  
Spa Fields Gardens  
St. James, Clerkenwell  
St. Jude's Open Space

St. Paul's Shrubbery  
St. Paul's South Open Space  
Sussex Way Gardens  
Thornhill Square  
Tibby Place  
Tufnell Park Playing Fields  
Whittington Park  
Woodfall Road Open Space  
Wray Crescent  
Zoffany Park

# Play Equipment on Islington Estates and in Islington Parks

## Area Office

Holland Walk
Upper Street
Old Street
Upper Street
Upper Street
Holland Walk
Upper Street - West
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Old Street
Upper Street
Upper Street
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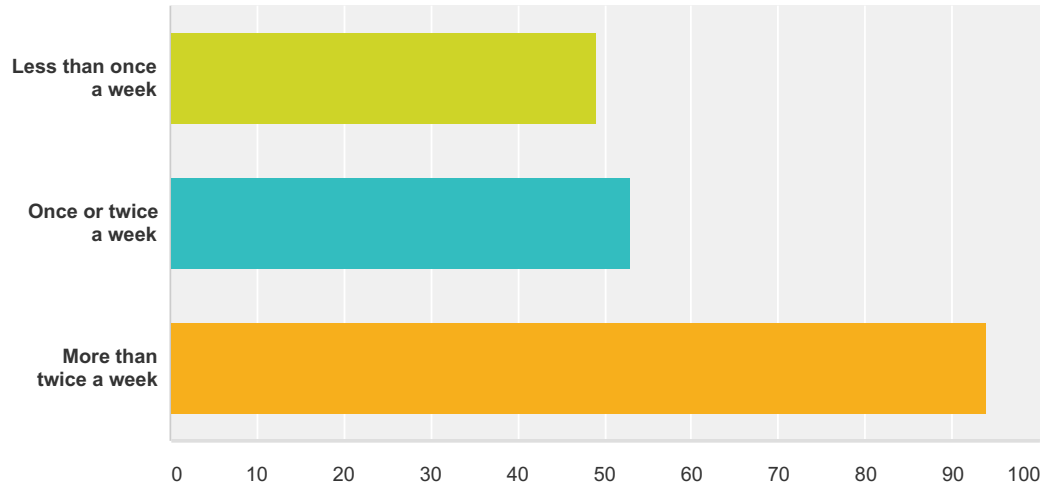
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# Playground Smoking Survey

## Q1 How often do you use the play area?

Answered: 196 Skipped: 0

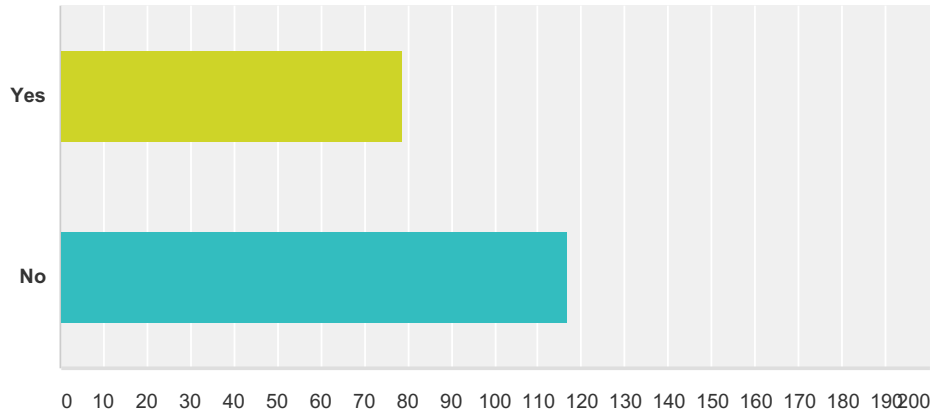


Answer Choices	Responses	
Less than once a week	25.00%	49
Once or twice a week	27.04%	53
More than twice a week	47.96%	94
<b>Total</b>		<b>196</b>

# Playground Smoking Survey

## Q2 Are you a smoker?

Answered: 196 Skipped: 0

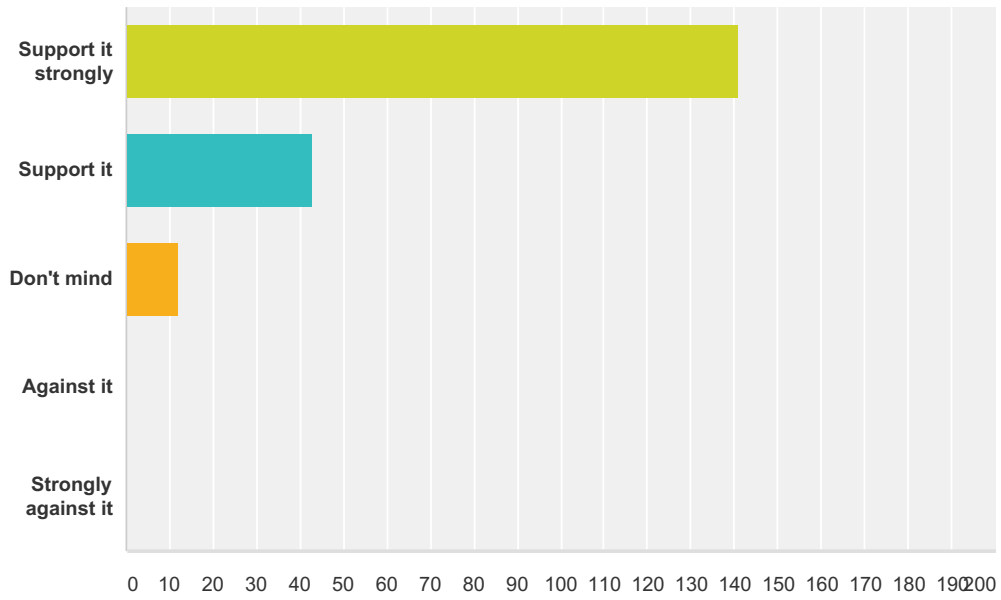


Answer Choices	Responses	
Yes	40.31%	79
No	59.69%	117
<b>Total</b>		<b>196</b>

# Playground Smoking Survey

## Q3 What are your views on the voluntary smoking ban?

Answered: 196 Skipped: 0



Answer Choices	Responses	Count
Support it strongly	71.94%	141
Support it	21.94%	43
Don't mind	6.12%	12
Against it	0.00%	0
Strongly against it	0.00%	0
<b>Total</b>		<b>196</b>

# Playground Smoking Survey

## Q4 Any other comments?

Answered: 154 Skipped: 42

#	Responses	Date
1	Sometimes teenagers are seen smoking in the playground. Will help if they are put out of the playground when seen smoking. The park keeper do not tell them anything.	10/7/2014 7:54 AM
2	I agree with the voluntary ban. Should have been 'NO SMOKING' at all in the grounds (playground).	10/7/2014 7:53 AM
3	Brillant. Who will enforce this when it becomes compulsory not to smoke in the playground?	10/7/2014 7:52 AM
4	None	10/7/2014 7:50 AM
5	None	10/7/2014 7:50 AM
6	Shouldn't smoke around children. Not a good role model for children to see adults smoking.	10/7/2014 7:49 AM
7	People should not to be smoking around children.	10/7/2014 7:48 AM
8	None	10/7/2014 7:48 AM
9	Reasonable to ask parents not to smoke and sets a good example and teaches awareness.	10/7/2014 7:47 AM
10	A good initiative	10/7/2014 7:46 AM
11	None	10/7/2014 7:45 AM
12	None	10/7/2014 7:45 AM
13	No	10/7/2014 7:44 AM
14	Good idea and move by the council.	10/7/2014 7:44 AM
15	young adults can be seen smoking sometimes in the playground and once this can be managed or banned it will be a good thing.	10/7/2014 7:43 AM
16	Thought it was already a non-smoking playground, but that's great for the council and we all would have a healthier playground for the children.	10/7/2014 7:43 AM
17	i read the signs at the gates so it is a good thing as i do not smoke in the playground. I go outside the playground.	10/7/2014 7:43 AM
18	No one should be smoking in front of kids.	10/7/2014 7:42 AM
19	no	10/7/2014 7:42 AM
20	very good idea. kids shouldn't be around smokers as they learn at a young age	10/7/2014 7:41 AM
21	With kids being more prone to second hand smaoke its a good idea the council is doing something about it.	10/7/2014 7:41 AM
22	no smoking around children	10/7/2014 7:41 AM
23	no smoking around children	10/7/2014 7:41 AM
24	excellent, good on the council	10/7/2014 7:40 AM
25	Ensure it is implemented	10/7/2014 7:40 AM
26	a good idea. good for the children	10/7/2014 7:40 AM
27	no	10/7/2014 7:39 AM
28	no	10/7/2014 7:39 AM
29	I am visiting the park and I am from New Castle. I think people shouldn't be smoking in the playground.	10/7/2014 7:39 AM
30	a good idea	10/7/2014 7:38 AM
31	no	10/7/2014 7:38 AM

## Playground Smoking Survey

32	create another area in the park where people can smoke. however i do not see people smoking in the playground.	10/7/2014 7:37 AM
33	Never really see anyone smoking in the playground. Thought it was already in placed (non smoking ).	10/7/2014 7:37 AM
34	Excellent move by the council. who thought of the idea? Great and am totally up for this.	10/7/2014 7:37 AM
35	A good idea to encourage people not to smoke in the playground.	10/7/2014 7:37 AM
36	very good idea to introduce the voluntary ban but it should be compulsory	10/7/2014 7:36 AM
37	Good idea. Have seen the markings on the playground's floor.	10/7/2014 7:35 AM
38	lots of parents do not smoke in the playground and those that do go outside. maybe a few more bins are needed for litter especially after school. It's a good idea by the council and the best i can remember	10/7/2014 7:35 AM
39	A good idea.	10/7/2014 7:35 AM
40	Good for the children. Good work the council is doing for parents and everyone.	10/7/2014 7:34 AM
41	I go outside of the playground to smoke, but its a good thing the council is trying to do.	10/7/2014 7:33 AM
42	excellent idea	10/7/2014 7:33 AM
43	good for the children	10/7/2014 7:33 AM
44	We welcome the idea.	10/7/2014 7:33 AM
45	smokers should smoke in the green area outside the playground	10/7/2014 7:33 AM
46	Ban should be compulsory and enforceable. When people smoke and drop their butts at train stations, they are fined on the spot because of the enforcement. Will be challenging for the park keeper to prevent people from smoking or asking them not to smoke.	10/7/2014 7:32 AM
47	should be healthy for the children	10/7/2014 7:32 AM
48	i think it should be compulsory and people should not be allowed to smoke near the children	10/7/2014 7:32 AM
49	will not be enforceable and difficult to encourage parents not to smoke in the playground. However, i hardly see parents smoking in this playground.	10/7/2014 7:31 AM
50	none	10/7/2014 7:31 AM
51	A designated corner for smokers may be an idea to consider.	10/7/2014 7:30 AM
52	a good idea for 2 reasons. 1, sometimes butts are in the playground and children may pick these up from the floor. 2. children learn by doing and seeing things happen.	10/7/2014 7:30 AM
53	excellent idea	10/7/2014 7:29 AM
54	Really don't see people smoking in this playground. Thought this playground was non-smoking. Anyway, good idea by the council.	10/7/2014 7:29 AM
55	Will be difficult to enforce the voluntary ban, but hope parents will understand and support what the council is trying to do.	10/7/2014 7:28 AM
56	a very good idea. other playgrounds should follow this idea	10/7/2014 7:28 AM
57	Should ban smoking in the playground. Its a bad example for the children.	10/7/2014 7:27 AM
58	a good idea. I go out of the playground to smoke so parents should do the same and not let children see they are smoking next to them.	10/7/2014 7:27 AM
59	None	10/7/2014 7:26 AM
60	If smokers are made to feel they have a place too.	10/7/2014 7:25 AM
61	It's a great idea.	10/7/2014 7:25 AM
62	None	10/7/2014 7:23 AM
63	Would have to rely on parents to police the idea, which is not a good idea. May be it should be compulsory then parents would not have to police it.	10/7/2014 7:22 AM

## Playground Smoking Survey

64	Not really right for people smoking in the playground. I strongly support it.	10/7/2014 7:21 AM
65	Its a children's park. I like the idea. Lots of young children are here and they can learn not to smoke when they get older.	10/7/2014 7:20 AM
66	Its a good thing. Most people will agree with it.	10/7/2014 7:18 AM
67	None	10/7/2014 7:18 AM
68	Its fine with me. I haven't a problem but would go with what the council initiates.	10/7/2014 7:17 AM
69	Would not want other people smoking in the playground. I go outside of the playground to smoke, so I would support the voluntary ban.	10/7/2014 7:16 AM
70	Would not want anyone to smoke in the playground	10/7/2014 7:15 AM
71	Only children's area for smoking ban	10/7/2014 7:14 AM
72	None	10/7/2014 7:14 AM
73	None	10/7/2014 7:13 AM
74	Children see smoking and it can make them want to it	10/7/2014 7:12 AM
75	None	10/7/2014 7:11 AM
76	None	10/7/2014 7:11 AM
77	None	10/7/2014 7:11 AM
78	Would not want to tell people they can't	10/7/2014 7:09 AM
79	None	10/7/2014 7:06 AM
80	None	10/7/2014 7:06 AM
81	None	10/7/2014 7:05 AM
82	None	10/7/2014 7:05 AM
83	Think it should be compulsory	10/7/2014 7:04 AM
84	Is in approval of this	10/7/2014 7:03 AM
85	None	10/7/2014 7:00 AM
86	Outside play area.	9/24/2014 2:12 AM
87	Away from play area!	9/24/2014 2:12 AM
88	Out of Kids area!	9/24/2014 2:11 AM
89	Not around kids	9/24/2014 2:11 AM
90	Smokers should smoke over on the grass out of play area.	9/24/2014 2:10 AM
91	Away from kids.	9/24/2014 2:09 AM
92	Out of play area maybe in the peace garden?	9/24/2014 2:09 AM
93	Not in play area.	9/24/2014 2:08 AM
94	No smoking mainly near play area.	9/24/2014 2:07 AM
95	Definately not in children area!	9/24/2014 2:07 AM
96	Should be no smoking everywhere in all the parks.	9/24/2014 2:05 AM
97	Should be no smoking all over the park.	9/24/2014 2:05 AM
98	Ban them from smokin in childrens play area!	9/24/2014 2:03 AM
99	Could we look at a space where smokers can go?	9/24/2014 2:02 AM
100	Not near children!	9/24/2014 2:00 AM

## Playground Smoking Survey

101	Should introduce an area for smokers.	9/24/2014 1:59 AM
102	Not around kids!	9/24/2014 1:57 AM
103	Just not in play area.	9/24/2014 1:57 AM
104	Maybe there could be a special area for smokers?	9/24/2014 1:55 AM
105	Very nice in here, dont know why people dont go out the playground to do it anyway?	9/24/2014 1:54 AM
106	Shouldnt be doing it anyway let alone infront of children.	9/24/2014 1:53 AM
107	Should never be allowed to smoke in the playgrounds!	9/24/2014 1:52 AM
108	Should be able to smoke in park, just not the play area.	9/24/2014 1:51 AM
109	Not nice.	9/24/2014 1:50 AM
110	Maybe there should be a designated smoking area outside kids play area for adults?	9/24/2014 1:49 AM
111	Not good for kids or in public areas in general.	9/24/2014 1:47 AM
112	Hard for parents who do smoke as they might have to pull kid away from park.	9/24/2014 1:46 AM
113	Would leave the park to smoke as its not nice for people who dont smoke.	9/24/2014 1:45 AM
114	Kids will be affected so not nice.	9/24/2014 1:44 AM
115	I think you should leave the park if you need to smoke.	9/24/2014 1:43 AM
116	Disgusting habit, I used to smoke but even then never infront of kids area.	9/24/2014 1:41 AM
117	I believe it should be complusary not to smoke in kids playground!	9/24/2014 1:40 AM
118	Smoke away from kids playing.	9/24/2014 1:39 AM
119	Its down to the individual to decide.	9/24/2014 1:38 AM
120	Not nice to smoke infront of kids.	9/24/2014 1:37 AM
121	no smoking in the park	9/24/2014 1:36 AM
122	people should smoke away from kids playground.	9/24/2014 1:35 AM
123	i think it should be kept a no smoking area!	9/24/2014 1:33 AM
124	Compulsory in all play areas	9/23/2014 7:59 AM
125	Will make parents angry due to being able to smoke at the line of the fence	9/23/2014 7:59 AM
126	Should be in place around the whole area - not just the play area	9/23/2014 7:57 AM
127	Shoudl be compulsory in all play areas	9/23/2014 7:55 AM
128	Should be compulsory	9/23/2014 7:54 AM
129	Should be compulsory	9/23/2014 7:53 AM
130	Big kids use small play equipment No play equipment for small children Workers smoke in the play area	9/23/2014 7:52 AM
131	Good idea	9/23/2014 7:52 AM
132	Workers in the play area at lunchtime Ban should be compulsory and no smoking on fence line either	9/23/2014 7:50 AM
133	Put signs up saying paretns and children only. Too many workers use it on lunch breaks	9/23/2014 7:48 AM
134	Make a compulsory ban in play areas and smoking near the fence should be banned too	9/23/2014 7:48 AM
135	Ban lunchtime workers from play area	9/23/2014 7:47 AM
136	Ban completely in play areas	9/23/2014 7:46 AM
137	Shouldn't be allowed	9/23/2014 7:44 AM
138	I disagree with smoking around children	9/23/2014 7:44 AM

## Playground Smoking Survey

139	I'd rather no one smokes in front of children	9/23/2014 7:42 AM
140	Good idea for the play area	9/23/2014 7:41 AM
141	Good idea	9/23/2014 7:41 AM
142	I think it should be compulsory in all play areas	9/23/2014 7:40 AM
143	Disgusting, don't agree with it - should be banned completely	9/23/2014 3:27 AM
144	Good idea - needs to be in every playground	9/23/2014 3:27 AM
145	Ban in all play areas completely	9/23/2014 3:25 AM
146	Don't think it should be allowed	9/23/2014 3:24 AM
147	Don't think it should be allowed in play areas. Good idea; children shouldn't see it	9/23/2014 3:23 AM
148	Very good	9/23/2014 3:23 AM
149	No smoking in play areas	9/23/2014 3:22 AM
150	Safety surface needs repairing, not enough 0-3 play equipment	9/23/2014 3:20 AM
151	Should be compulsory in all play areas	9/23/2014 3:18 AM
152	The parks should keep it that way!	9/18/2014 2:00 AM
153	It's brilliant. I don't like people smoking around my kids	9/12/2014 6:43 AM
154	No smoking around children	9/12/2014 3:07 AM





Report of: **Executive Member for Housing and Development**

Meeting of:	Date	Ward(s)
Executive	12 03 15	Caledonian, Barnsbury, Holloway, St. Mary's, Highbury East, Highbury West, Finsbury Park, St. George's, Tollington, Junction

Delete as appropriate	Exempt	Non-exempt
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## **SUBJECT: Designation of Areas for Additional Licensing of Houses in Multiple Occupation (HMOs)**

### **1. Synopsis**

- 1.1 The Council has a range of functions available to it to address poor housing conditions in the private rented sector, one of which is to introduce additional licensing schemes in respect of multi-occupied properties (HMOs).
- 1.2 The Council believes that this control will assist in securing improved housing where there are a significant number of HMOs in poor condition. The area comprising Caledonian and Holloway Roads has been identified as one where additional licensing could be appropriate and this report recommends that it be designated for this purpose.

### **2. Recommendations**

- 2.1 To agree to designate Caledonian Road and Holloway Road as areas subject to additional licensing of the following types of HMOs:
  - Houses and flats occupied by three or more persons who are not members of the same household (family);
  - Buildings converted into two or more flats where the conversion works do not comply with appropriate building standards (those applied in 1991 or later) and less than two-thirds of the flats are owner occupied (these are known as section 257 HMOs).
- 2.2 To approve the proposed fee structure for 2015/16 in relation to both Additional licensing of HMOs and the existing mandatory HMO licensing scheme, attached at Appendix 3.
- 2.3 To agree that any additional costs of implementing the licensing scheme that cannot be met by the licensing fee or through existing resources will be monitored and as necessary, met from the Contingency fund.

- 2.4 To agree to implement the additional licensing scheme from 1st September 2015, to run for five years.
- 2.5 To authorise the Service Manager (Residential Environmental Health), Service Manager (Commercial EH, Licensing and Emergency Planning), Service Manager (ASB and Environmental Services) and Service Director (Public Protection) to agree licences and determine the period of time to be covered by each licence.

### **3. Background**

#### **3.1 History and Evidence from Street Surveys**

Caledonian Road and Holloway Road are busy arterial routes that provide opportunities for commerce and housing for a large number of residents in the borough. Much of the housing provided in this busy, noisy environment, lacks outside space and is less attractive to families. As a result, accommodation in the two roads has historically been at the more affordable end of the market and better suited to single, often younger, people. This has created the right market conditions for large numbers of HMOs to develop to widely varying standards. Some of this accommodation has been converted to bedsits and flats without adequate planning consent and there has been increasing concern about management practices and poor accommodation standards.

The Council has a range of powers it can use to deal with poor standards in the private rented sector and this can include adoption of a scheme to licence a broader range of HMOs than is currently allowed by the statutory scheme. We have identified that the standard of HMOs in this area that we inspect is routinely poor and that additional licensing may be a useful enforcement tool to add. To test this view, we have carried out a street survey, sampling one in three properties, excluding Council rented and Housing Association properties. A street survey sample of these private sector properties was then drawn up on a one in three basis. This resulted in 638 surveys being undertaken, including 208 HMOs. Of these surveyed HMOs, more than two thirds were found to be poorly managed with problems – see Appendix 1.

These management failings are linked to a number of health and safety hazards, notably fire and electrical safety, excess cold and falls. The consequences of poor HMO management are very serious. As pressure in the housing market intensifies, the potential for poor, exploitative management practices increases and there is a growing need to consider alternative methods to safeguard minimum standards for management and property condition.

#### **3.2 Improvement Options**

Our current reliance on landlords and managing agents complying with legal requirements through a combination of self-regulation (including landlord accreditation schemes), and identification of problem properties using street surveys and responding to complaints from tenants is not working for HMOs in the two roads where 68% have been found to be suffering the consequences of poor management.

We have looked at the options to place more emphasis on self-regulation and more emphasis on enforcement in the two areas. The conclusion we have reached is that these options are unlikely to be effective in addressing the scale of the problem unless they are supported by an additional HMO licensing scheme.

#### **3.3 Consultation**

On 27 October 2014 proposals for a licensing scheme covering all HMOs in Caledonian Road and Holloway Road were published at [www.islington.gov.uk/sharedlets](http://www.islington.gov.uk/sharedlets). This was supported by a press release that then featured in newspapers and on websites. Over 300 landlords and letting agents operating in the area of the two roads were sent letters inviting them to view the proposals and complete an online questionnaire. More than 3000 leaflets were distributed to homes and businesses along the two roads and other organisations and representative groups such as Islington Private Tenants Group, the National Landlord Association (NLA) and the Residential Landlord Association (RLA) were asked for their views.

On 8 December 2014 the proposals for additional licensing were presented to a meeting of Islington Landlords Forum.

The consultation ended on 9 January 2014 and resulted in 94 responses via the online questionnaire. Full analysis of the responses and the amendments made in light of the consultation is given at Appendix 2.

### 3.4 Proposed Scheme

It is proposed that the Council designates Caledonian Road and Holloway Road as areas subject to additional HMO licensing. This will include all private sector HMOs with postal addresses on Caledonian Road and Holloway Road and 1 Kember Street. 'Private sector' to include properties with private freehold or leasehold including private leaseholders where the freeholder is the London Borough of Islington ('right to buy' properties) and to exclude socially rented properties and student housing blocks which are registered and managed so as to conform with approved codes of practice.

The proposed designation covers HMOs where three or more people who are not related share amenities and buildings converted into flats that do not meet suitable building standards and where less than two thirds of the flats are owner-occupied (these are known as section 257 HMOs).

#### **The objectives of the scheme are:**

- Improved management of HMOs
- Improved health, safety and wellbeing of tenants
- Consistent standards for landlords and managing agents
- Clearer identification of criminal landlords for targeting enforcement action
- Increased numbers of accredited landlords.

Following a minimum period of 3 months after any designation is made, HMO landlords operating within the area that is subject to additional licensing will be required to apply to the Council for a licence. Applications for licences will be subject to a fee (see Appendix 3) that reflects the Council's costs in administering the licence. These costs are higher than those indicated by the fees charged by other councils as they reflect the amount of work that will be required to significantly improve management in 68% of all HMOs in the proposed area. As a result they include the cost of administering a risk based inspection and monitoring programme. Overall the licence fee equates to £1 per unit of accommodation per week where a five year licence is granted

Recent case law and guidance indicate that the licence fee cannot be used to fund either the cost of enforcement against unlicensed operators or the cost associated with other housing act enforcement action that may be required. As a result dedicated resources will be required from the Council (in addition to income from licence fees) to ensure that licensing is effective in dealing with those landlords who try to operate HMOs illegally without a licence.

Landlords will be required to demonstrate through their licence application(s) that they, and anyone involved in the management of their HMO(s), meet fit and proper person criteria, and that the management arrangements are satisfactory. Their application must be supported by plans of the property and certificates covering fire, gas and electrical safety. The cost of providing a licence is lower in relation to landlords who have already made the effort to join a recognised accreditation scheme. This justifies the reduced fees proposed for accredited landlords.

A licence can be granted for up to five years. The period of time covered by each licence will, in practice be determined taking into account whether there is a history of non-compliance, poor property management and late/incomplete licence applications. Such concerns will result in the licence period being reduced so that the Council can monitor compliance more intensively. The landlord will then be required to renew the licence before it expires so that the HMO remains licensed throughout the operation of the licensing scheme. This policy of reduced term licences for non-compliant landlords will allow the Council to focus the licensing scheme on those that require more regulation.

Conditions will be attached to each licence. They must include mandatory conditions (listed at Schedule 4 Housing Act 2004) covering requirements to keep electrical items and furniture in a safe condition and smoke alarms in proper working order. Further conditions will be attached to licences where the property does not satisfy Islington's HMO standards which apply to both licensable and non-

licensable HMOs. The HMO standards (see Appendix 4) govern cover space requirements, kitchen and bathroom amenities and reasonable ratios for use of these amenities. They are designed to reflect the types of properties found in the borough and help to mitigate the problems experienced in shared accommodation of different types. The HMO standards were published as part of the information pack to support the public consultation.

The intention is that we will proactively find properties and where necessary enforce against them. We want to ensure that properties are improved and not simply licensed. Over the five years properties will be visited, we will be doing more than issuing Licences on the basis of desk top assessments.

Effective enforcement is vital to support the successful implementation of an additional licensing scheme. Activity has to be targeted towards any landlord, block freeholder or managing agent who seeks to avoid the requirement to licence. Where possible intelligence will be shared across Council services and with outside agencies to maximise compliance with licensing and highlight criminal activity.

Any additional costs of implementing the licensing scheme that cannot be met by the licensing fee or through existing resources will be monitored and as necessary, met from the Contingency fund. Prosecutions will need to be funded. In addition Rent Repayment Orders are a further sanction that can be used to recover Housing Benefit that has been paid in respect of any property that should have been licensed.

## **4. Implications**

### **4.1 Financial implications:**

As a result of recent case law, the licence fee cannot be used to fund either;

- The cost of enforcement against unlicensed operators
- The cost associated with other housing act enforcement action that may be required.

Therefore any additional costs of implementing this new additional HMO licensing scheme, that cannot be met by licensing fee income or through existing resources, will need to be met from other dedicated resources from the Council.

### **4.2 Legal Implications:**

Under section 56 of the Housing Act 2004 the Council has the power to designate areas as subject to additional licensing in respect of some or all of the HMOs that are not already subject to mandatory licensing. In order to exercise this power the Council must consider that a significant proportion of these HMOs are being managed sufficiently ineffectively as to give rise, or to be likely to give rise, to one or more particular problems either for those occupying the HMOs or for members of the public.

The Housing Act 2004: Licensing of Houses in Multiple Occupation and Selective Licensing of Other Residential Accommodation (England) General Approval 2010 provides the Council with the Secretary of State's general approval to designate an area as subject to additional licensing where the Council has consulted people likely to be affected by the scheme for a minimum of 10 weeks. In the recent case of R (on the application of Regas) v Enfield LBC 2014 the court found that as Enfield's formal consultation had only lasted for 8 weeks (the earlier period where it had held meetings did not count towards the 10 week requirement), the Council's additional licensing scheme was not lawfully designated.

The Council must also:

- ensure that the scheme is consistent with the Council's housing strategy
- seek to adopt a coordinated approach in connection with dealing with homelessness, empty properties and anti-social behaviour affecting the private rented sector as regards combining licensing with other action taken by the Council
- consider whether there are any other courses of action available that might provide an effective method of dealing with the problem
- consider that the scheme will significantly assist in dealing with the problem.

If the Council decides to introduce an additional HMO licensing scheme it will come into force no earlier than 3 months after the date on which the designation is made.

#### 4.3 **Environmental Implications:**

HMO additional licensing is focussed on improving the management of HMOs in the designated area. Improved management of these properties is likely to reduce their potential to adversely impact on the local area. The potential for displacement of HMOs to neighbouring areas has been considered in relation to this street focussed licensing scheme. This unlikely for the following reasons:

- the scheme is designed to promote good HMO management, there is no reason for this to affect the number of HMOs in the two roads
- the cost of compliance with HMO requirements will not be significantly higher within the proposed additional licensing area than in surrounding areas (see Appendices 2 and 3)
- the value of properties on the two roads relative to surrounding areas ensures that they will remain viable as well-managed HMOs. The majority of properties are over shops and so are not suitable as family homes further emphasising that the existing tenure is likely to continue.
- continued strong demand for HMO accommodation is predicted for the area (see Appendix 2)

#### 4.4 **Resident Impact Assessment:**

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

The Resident Impact Assessment (available on request) has identified that the scheme will have a greater potential impact on young adults, people living in poverty and migrant workers from various races and religions, because these groups are all more likely to occupy HMO accommodation.

The direct impacts of the scheme are assessed as positive with improved equality of access to safe, well managed HMO accommodation regardless of socio-economic background. However, there is also potential for landlords to add licensing/compliance costs to rents or leave the HMO rental market if they are not prepared to comply with legal requirements. This could adversely impact on these groups, particularly people living in poverty.

The Resident Impact Assessment identifies a number of important messages to disseminate to residents and landlords through targeted publicity in order to maximise the benefits of additional licensing and reduce the potential for any adverse impact. It also identifies the need to monitor the impact of the scheme.

## 5. **Conclusion and reasons for recommendations**

- 5.1 Significant problems with the management and condition of HMOs in Caledonian Road and Holloway Road have been directly evidenced through property surveys. Options to address these problems have been carefully considered and an HMO additional licensing scheme has been identified alongside existing measures as an important step to help bring about the widespread improvements required in these properties. Residents, landlords and a range of representatives have had the opportunity to comment and the majority of those who responded favour the Council introducing a scheme. All feedback received has been taken into account in the design of the proposed scheme and the implications for the area and for different groups have been carefully considered.
- 5.2 For the reasons given in this report, agreement to designate an additional HMO licensing scheme (as proposed) is recommended.

### **Appendices;**

**Appendix 1 – HMO Street Survey Report**

**Appendix 2 - Consultation with Residents, Landlords, Letting Agents and other Representatives**

**Appendix 3 - Proposed fees for HMO Additional Licensing**

## Appendix 4 – HMO Standards

**Background papers:** None

Final report clearance:

**Signed by:**



2 March 2015

Executive Member for Housing and Development

Date

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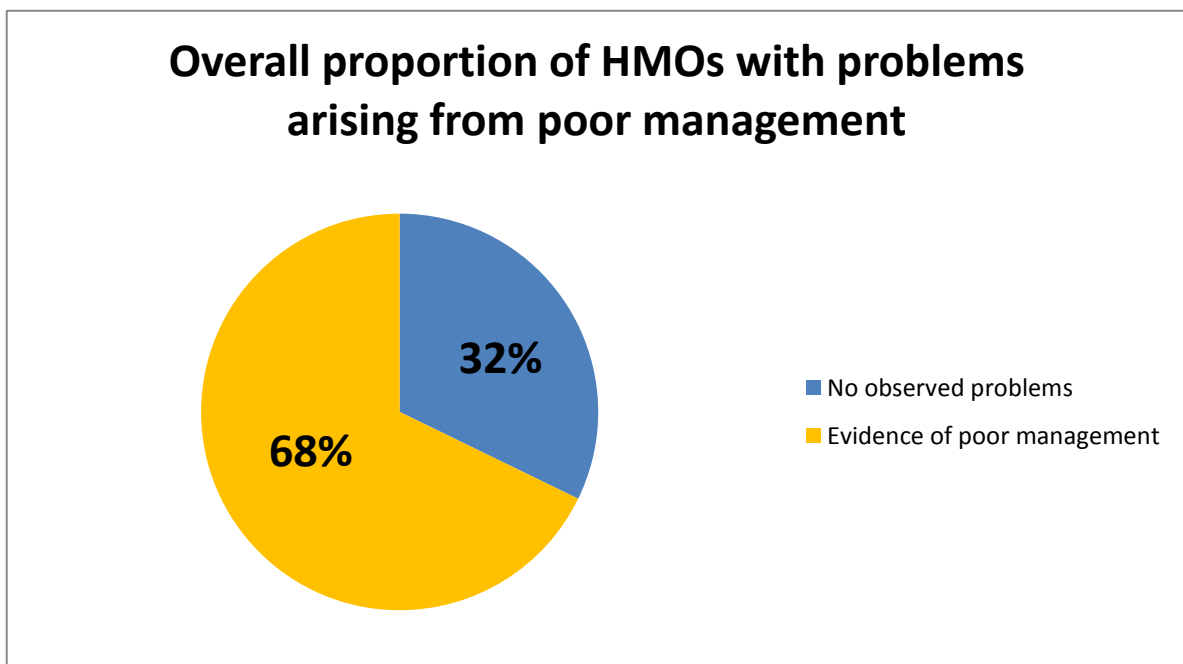
### **Surveys of shared housing (HMOs) in Caledonian Road and Holloway Road**

In order to explore concerns about the condition and management of [HMOs](#) in these two roads the council conducted a programme of street surveys. Having removed all council and housing association properties from the full list of addresses, a sample of private properties was drawn on a one in three basis from the remaining addresses along both roads.

Surveyors collected first hand evidence of property conditions and interviewed tenants wherever possible to gain further insight into management practices.

#### **Results**

The survey work was carried out during the summer of 2014 and resulted in 292 private sector properties being surveyed in Caledonian Road and 346 private sector properties being surveyed in Holloway Road. Overall 208 (or just under a third) of the surveyed properties were found to be shared by multiple tenants (HMOs).



Of the 208 HMOs visited, surveyors found problems arising from poor management in 141 of the properties (68%). Those problems included:

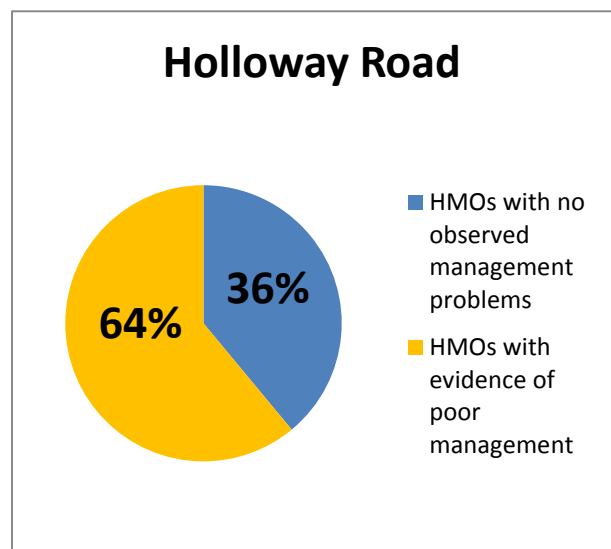
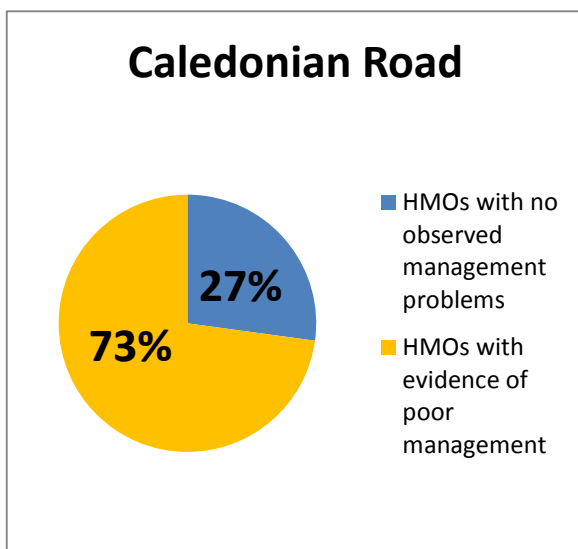
- fire alarm systems not working and not being subject to testing,
- older electrical installations not being tested and certificated
- badly maintained communal areas (dirty, worn carpets, missing light-bulbs, damaged flooring and staircases, missing handrails, broken doorbells and intercom systems)

- pest infestations particularly mice
- bicycles obstructing fire escape routes
- inadequate heating
- undersized box rooms being let
- gas safety certificates not issued to tenants
- contact details and emergency contact details not on display
- poor response to repair notifications/lack of service standards

These management failings are linked to a number of health and safety hazards, notably fire and electrical safety, excess cold, falls and poor domestic hygiene. The consequences of poor HMO management are very serious.

**Proportion of poorly managed HMOs in each road:**

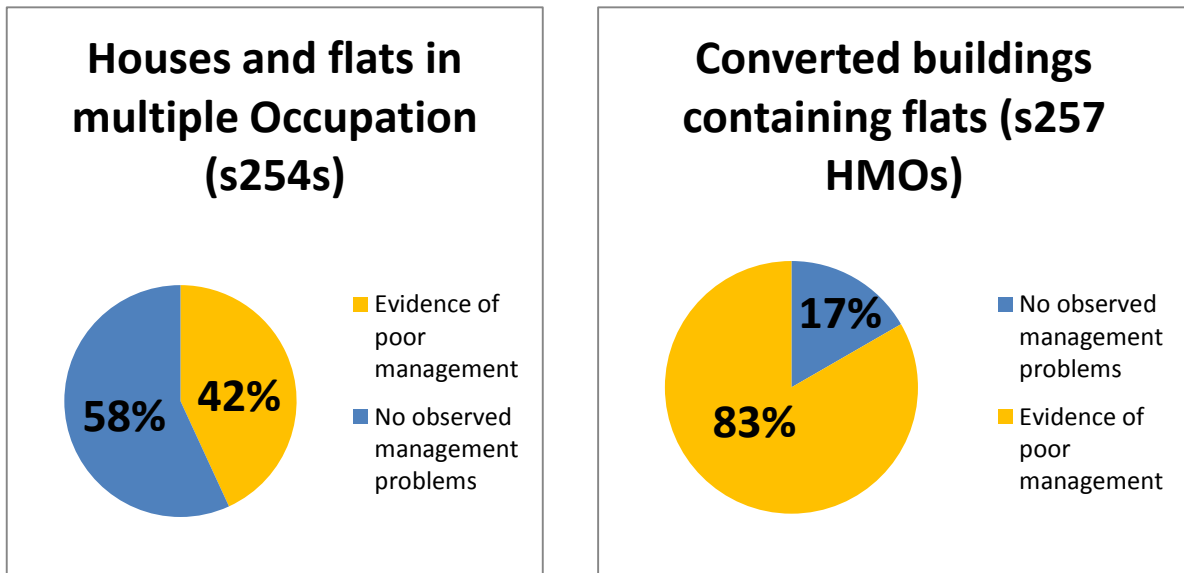
The charts below show the proportion of poorly managed HMOs in each road. They show that evidence of poor management was found in around two thirds of the HMOs surveyed in each road.





### Proportion of poorly managed HMOs by type:

Of the 208 HMOs visited, we found that 106 (51%) were houses or flats in multiple occupation ([known in law as s254 HMOs](#)) and 102 (49%) were converted buildings containing flats ([known in law as s257 HMOs](#)).



Of the houses and flats let as HMOs (s254 HMOs) we found clear evidence of poor management in 44 properties (42%). In the converted buildings containing flats 85 (83%) showed similar evidence of poor management.

The survey also revealed **six** HMOs whose owners were breaking the law by operating without a licence as required by the existing [mandatory licensing scheme](#).

### Interpreting the Results

The survey results provide first hand evidence of the large number of properties in Caledonian Road and Holloway Road that have been converted for HMO use. They also provide a clear indication that the majority of these HMOs are showing the consequences of poor management.

Given the size of the sample and the number of properties surveyed in locations along the full length of both roads we are confident that the results provide an accurate picture of the number, type and condition of HMOs in Caledonian Road and Holloway Road.

Overall we estimate that there are around 900 HMOs in the two roads housing upward of 3,500 residents. The survey results indicate that more than 600 (68%) of these HMOs are likely to be poorly managed and are therefore more likely to suffer associated problems that impact on the health, safety and wellbeing of around 2,400 tenants.

## Appendix 1

### Table of Results:

<b>Sample and basic results</b>	<b>Caledonian Road</b>	<b>Holloway Road</b>	<b>Total</b>
Number of properties in sample	422	586	1,008
Number of properties surveyed (% of sample)	292 (69%)	346 (59%)	638 (63%)
Number found to be HMOs (% of surveyed properties)	81 (28%)	127 (37%)	208 (32%)
Number of HMOs located over a commercial property (% of HMOs surveyed)	46 (57%)	83 (65%)	129 (62%)
<b>Types of HMO</b>			
No of S257 HMOs (% of HMOs)	46 (57%)	56 (44%)	102 (49%)
No of S254 HMOs (% of HMOs)	35 (43%)	71 (56%)	106 (51%)
<b>Evidence of poor management</b>			
Number of HMOs found to be in breach of HMO management regulations	59	72	131
Number of HMOs breaching amenity standards	3	3	6
Number of HMOs with breaches of overcrowding	6	24	30
Number of HMOs with significant hazards (HHSRS category 1 hazards)	11	28	39
Overall number of HMOs poorly managed (% of HMOs poorly managed)	59 (73%)	82 (64%)	141 (68%)

## Appendix 2 – Consultation with Residents, Landlords, Letting Agents and other Representatives

### Introduction

By October 2014 we had developed a set of proposals for the introduction of an additional HMO licensing scheme to operate in Caledonian Road and Holloway Road. We developed an information pack, and a strategy for informing individuals and groups likely to be affected by the proposed scheme. A survey was devised as a method of obtaining the views of anyone wishing to respond to the proposals. This has helped to meet legal requirements and enabled us to gain valuable feedback from residents, landlords and their representatives.

### Method

Proposals for an additional HMO licensing scheme to operate in Caledonian and Holloway Roads were published on the Council's website at [www.islington.gov.uk/sharedlets](http://www.islington.gov.uk/sharedlets) on 27 October 2014. They included an overview, a frequently asked questions document, a map of the area proposed for the scheme, an HMO street survey report, proposed HMO standards and fees plus links to HMO definitions. The webpage also included a link to an online questionnaire that had been developed to help record the views of respondents. [The questionnaire design is shown at Addendum A].

The launch of the consultation exercise was supported by:

- a press release that was picked up in newspapers and websites
- Letters inviting over 300 landlords and letting agents operating in the two areas to view the proposals and complete the online questionnaire
- Distribution of more than 3000 leaflets to homes and businesses along the two roads
- Invitations sent to local organisations and community representatives such as Islington Private Tenants Group, faith groups, health centres and GP surgeries, universities and colleges
- Invitations sent to national organisations such as the National Landlord Association (NLA) and the Residential Landlord Association (RLA), Shelter, Generation Rent and the HMO Lobby.

A support telephone line was provided on all leaflets and letters to ensure that anyone wanting to take part in the survey was able to do so. Main officer contact details were also provided at [www.islington.gov.uk/sharedlets](http://www.islington.gov.uk/sharedlets).

On 8 December 2014 the proposals were presented to a meeting of Islington Landlords Forum to provide an opportunity for questions and discussion.

The consultation closed on 9 January 2015.

## Analysis of Results

The Council received 94 online questionnaire submissions from a range of respondents (including two received as paper copies that were added into the online survey). In addition to the online survey responses we received a written submission from the Residential Landlords Association (RLA) (Addendum B) which has been given thorough consideration and the Council's response is shown at Addendum C. A petition was received from Islington Private Tenants Organisation, including the names of 39 people, calling for the proposals to be extended across the entire borough and with coverage of all private rented accommodation.

The responses to each question in the online survey have been analysed and presented in a series of charts (figures) and tables supported by commentary.

List of Figures and Tables:

<b>Figure 1: Breakdown of online survey responses by respondent description</b>	Page 3
<b>Figure 2: Problems experienced with HMOs in Caledonian Road</b>	Page 4
<b>Figure 3: Problems experienced with HMOs in Holloway Road</b>	Page 5
<b>Figure 4: Perception of problems that occur in Islington's HMOs</b>	Page 6
<b>Figure 5: Respondents views on the impact of HMO problems and the Council's response</b>	Page 7
<b>Figure 6: Proportion of respondents who agree/disagree with the Council's licensing proposal</b>	Page 8
<b>Figure 7: Proportion of respondents who agree/disagree with the proposed fee structure for licensing</b>	Page 9
<b>Figure 8: Proportion of respondents who agree/disagree with the proposal to reduce licence periods where there is a history of non-compliance, poor property management and late/incomplete licence applications</b>	Page 10
<b>Table 1: Anonymised responses to Q10 [Grouped by theme] showing date and time of questionnaire submission and <a href="#">the Council's responses shown in blue</a></b>	Pages 11-21

**Figure 1: Breakdown of online survey responses by respondent description**



**Figure 2: Problems experienced with HMOs in Caledonian Road**

Q3: Have you experienced any of the following problems with shared accommodation in buildings along Caledonian Road?

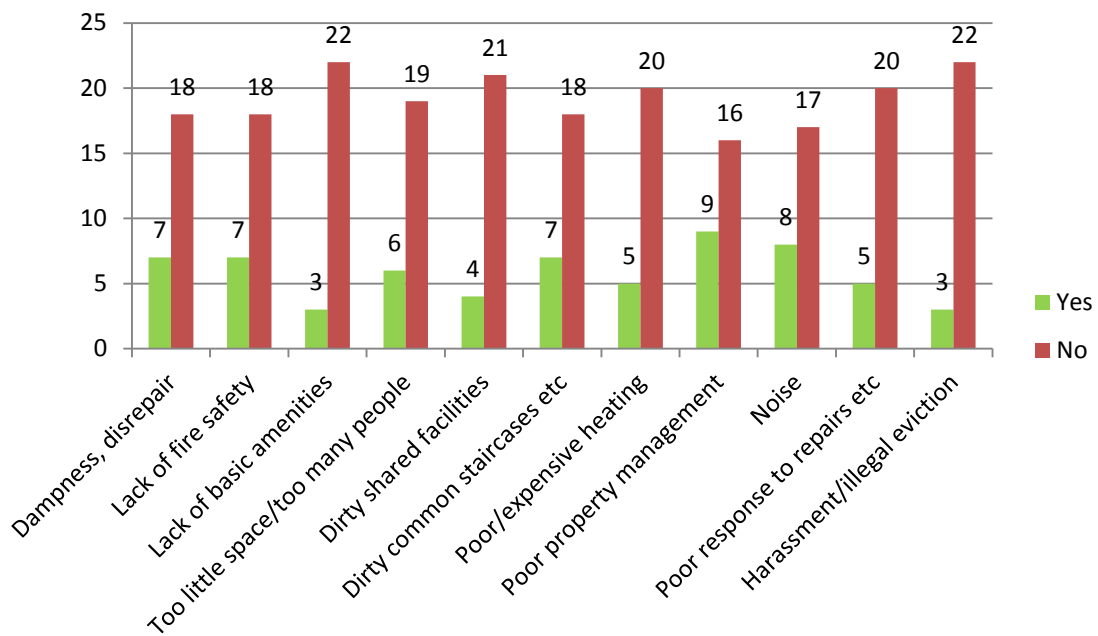
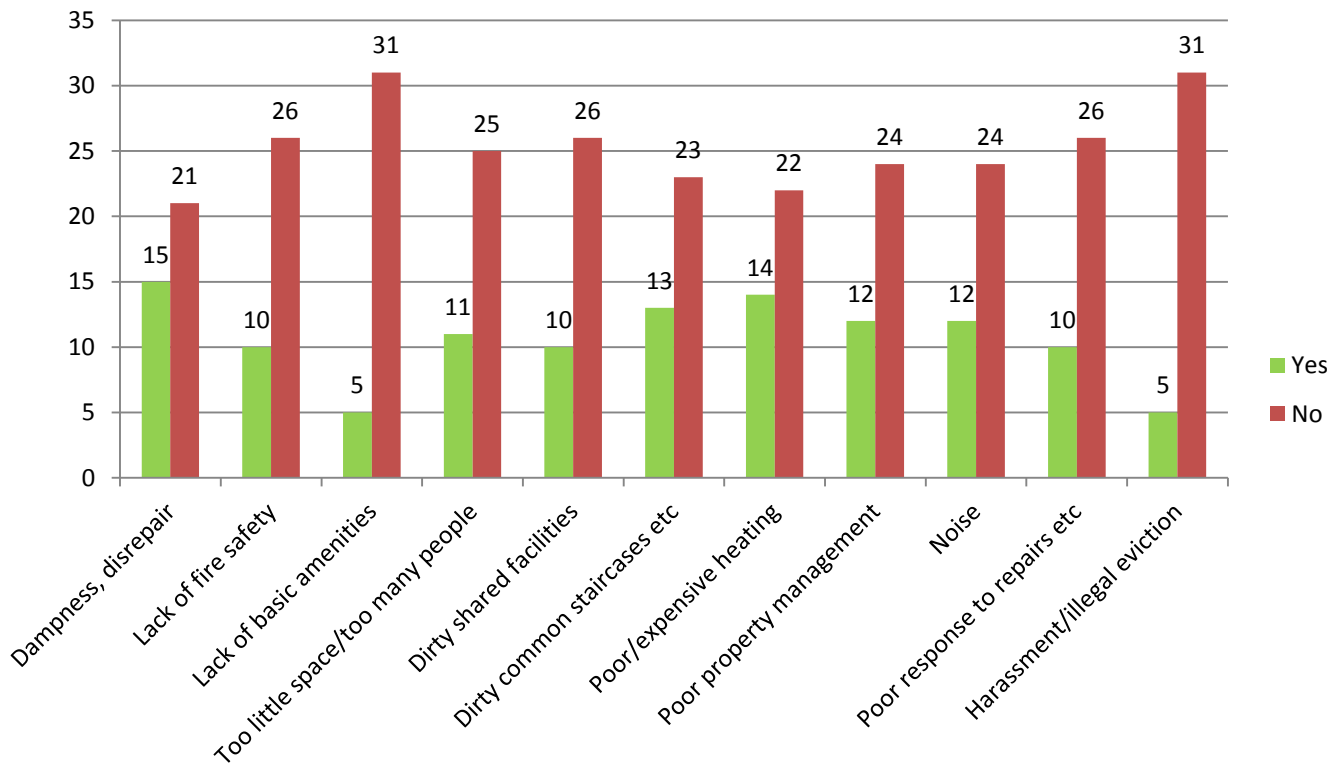


Figure 2 shows that where people completing the online survey have experienced specific problems in HMOs in Caledonian Road, the most prevalent were poor property management, noise dampness/disrepair, lack of fire safety and dirty common staircases and hallways.

**Figure 3: Problems experienced with HMOs in Holloway Road**

Q4: Have you experienced any of the following problems with shared accommodation in buildings along Holloway Road?



Similarly Figure 3 shows that where people completing the online survey have experienced specific problems in HMOs in Holloway Road, the most prevalent were dampness/disrepair, poor/expensive heating and dirty communal staircases and hallways.

**Figure 4: Perception of problems that occur in Islington’s HMOs**

Q5 – Do you agree that these problems occur in privately rented shared properties in Islington?

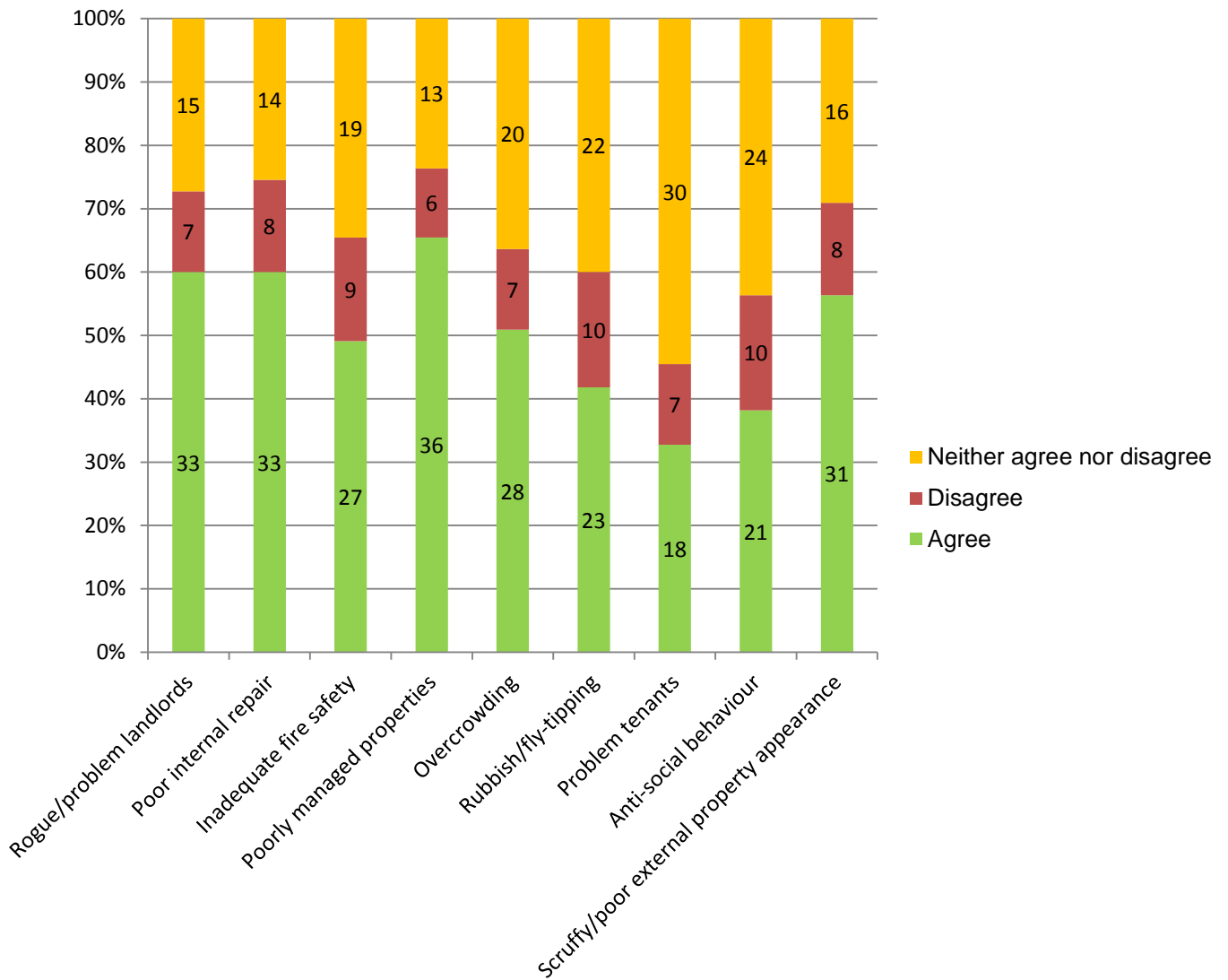
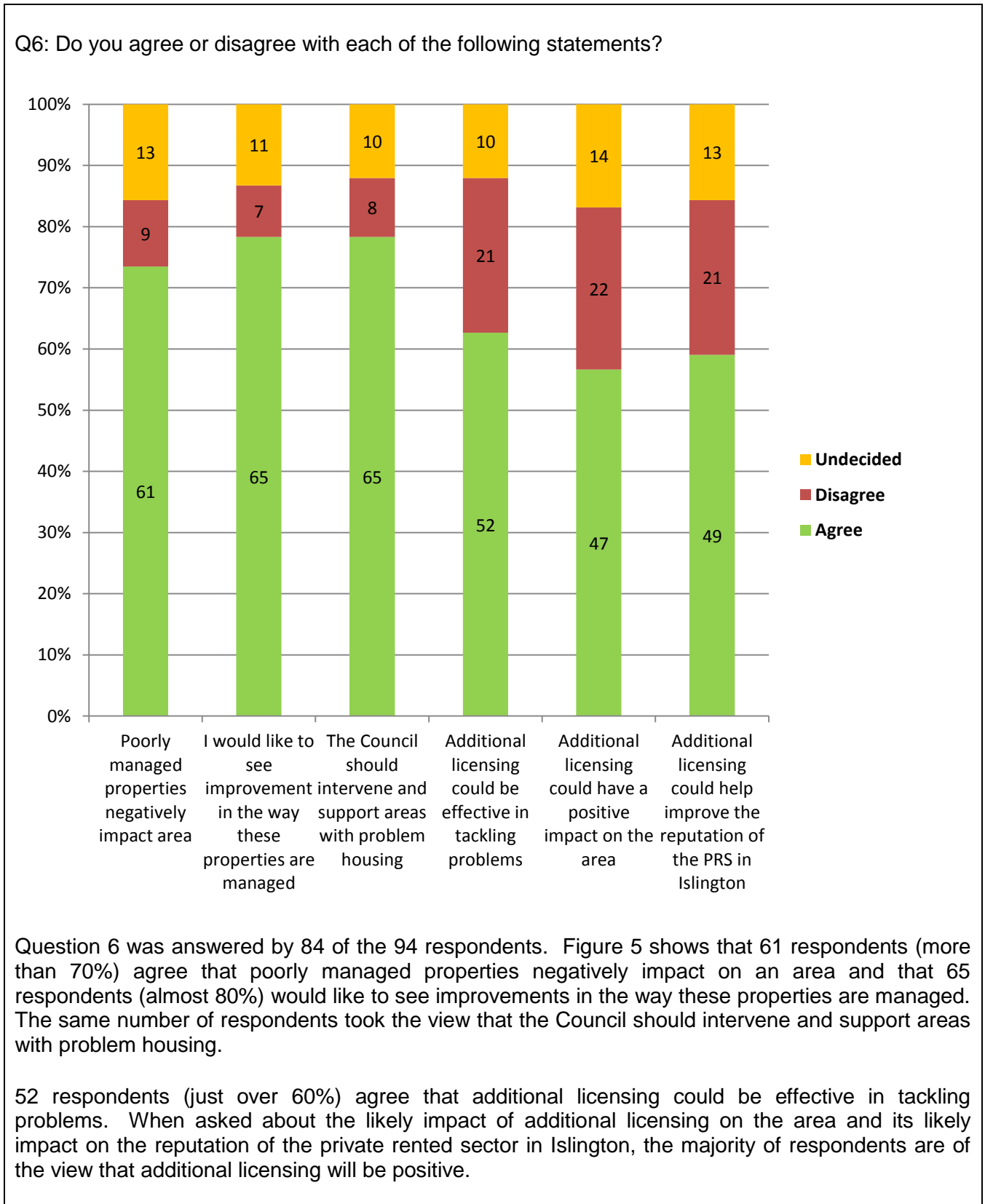


Figure 4 provides an indication of how respondents perceive these problems. Poorly managed properties, poor internal repair and rogue/problem landlords were most frequently highlighted. (55 respondents answered this question).



**Figure 5: Respondents views on the impact of HMO problems and the Council’s response**



**Figure 6: Proportion of respondents who agree/disagree with the Council’s licensing proposal**

Q7: Do you agree with Islington Council’s proposal to introduce an area based Additional HMO licensing Scheme?

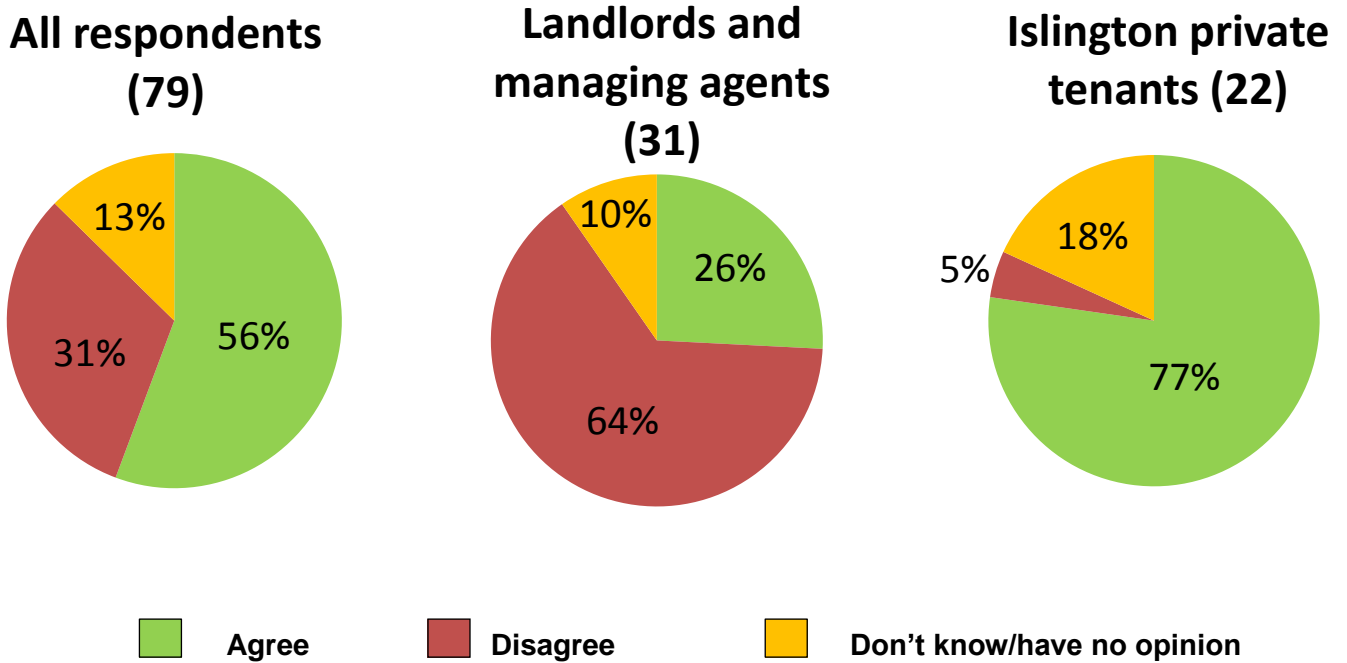


Figure 6 shows that of the 94 respondents to the online survey, 79 answered this question. 56% of those respondents agree with the Council’s proposal, 32% disagree with them and 13% didn’t express an opinion.

Further analysis shows that 31 landlords and managing agents answered this question as shown in the centre chart above. The majority (64%) disagree with the proposal although just over a quarter, (26%) agree with them and 10% didn’t express an opinion.

The remaining chart shows the views of the 22 private tenants in Islington who answered this question. In contrast with the landlords and agents, more than three quarters (77%) agree with the proposal to license, 5% disagree and 18% chose not to express an opinion.

**Figure 7: Proportion of respondents who agree/disagree with the proposed fee structure for licensing**

Question 8:

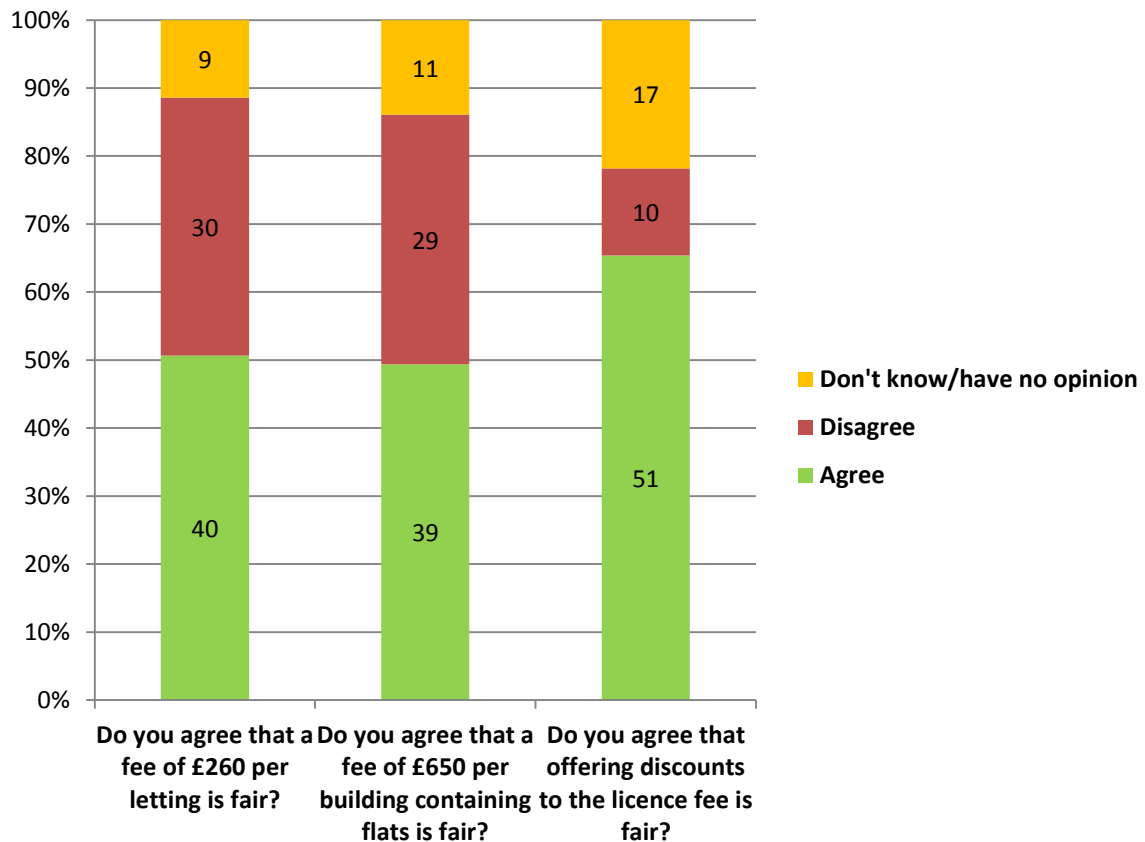


Figure 7 indicates 79 respondent's views on the Council's proposed licence fee structure. The balance between those who agree that the proposed fees (£260 per letting and £650 per building containing flats) are fair and those that disagree is less clear cut. Roughly 50% of respondents have indicated that they think both fees are fair while just under 40% indicate that they think both fees are unfair. It is apparent that the proposed fee structure for licensing is more contentious and this is reflected in many of the comments made in response to question 10 which are presented in Table 1 below alongside our responses.

In the final part of this question respondents were asked whether they agree with the Council's proposals to offer discounts for accredited landlords and preferential rates for early applications. 51 respondents agreed with this proposal, representing 65% of those who responded to this question. Just 10 respondents (13%) disagreed with the proposal to offer discounts on this basis.

**Figure 8: Proportion of respondents who agree/disagree with the proposal to reduce licence periods where there is a history of non-compliance, poor property management and late/incomplete licence applications**

Q9: Do you agree that shorter licence periods should be applied on this basis?

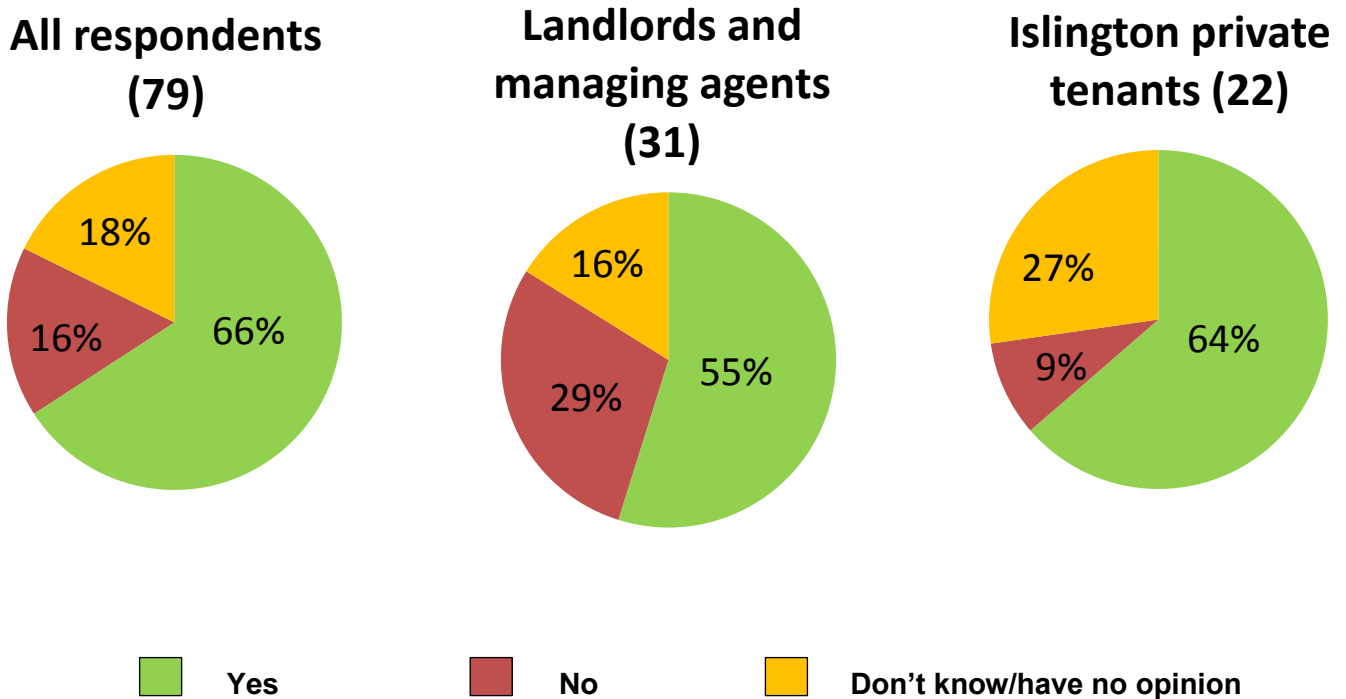


Figure 8 provides some detailed analysis of responses to question 9, the last of the structured questions in the online survey. Respondents were asked whether licences should be issued for shorter periods in circumstances where the council has some concerns such as where there is a history of non-compliance, poor property management and the licence application has been received late or it is incomplete.

Around two thirds of the 79 respondents to this question agree with this proposal for reduced licence terms in such circumstances. Further analysis shows that 55% of the 31 landlords and managing agents who answered this question agree with this proposal and 29% disagree with it.

Just under two thirds (64%) of the 22 private tenants who responded to this question support the proposal although over a quarter (27%) were not sure about this or had no opinion on it.

Question 10 provided the opportunity for respondents to comment further on the scheme proposals. These comments are presented in Table 1 below together with the date and time that they were received. They have been placed within certain themes that have emerged from the consultation. Every comment has been considered and we have provided a response at the end of each theme. In some instances we have also provided a response to specific comments where these are not covered by our comments at the end of the theme.

**Table 1: Anonymised responses to Q10 [grouped by theme] showing date and time of questionnaire submission and [the Council's responses shown in blue](#)**

### Questionnaire design

First of all, I found this survey extremely badly designed. I was asked about Caledonian Road and Holloway road despite indicating at the beginning that I don't live exactly on either of these roads. Also, the questions were leading and seemed designed to elicit responses in favour of the licensing scheme. Everyone is in favour of improving housing, the question is at what cost and how should it be achieved. I moved to the area three years ago, and have lived in two places in that time. The most useful resource to me has been a combination of: spareroom.co.uk and relatively informal agreements with landlords. The flexibility and reduced cost of these arrangements worked out to everyone's benefit, in contrast with the anecdotal horror-stories of dealing with official letting agents. The problem of shared rental housing is entirely one of cost, and while there are problems with many flats, people accept these problems in return for living within a reasonable commute of central London. Anything that increases rental rates in the area will just accelerate the current trend, which is that soon nobody earning less than a junior lawyer will be able to afford to live in Islington.

30/10/2014 12:42 PM

#### Our response:

[We amended the on-line form so that questions 4 and 5 only applied to residents living in the area.](#)

### Use of fee income

The survey has not mentioned what happens to funds accrued through licensing. I agree that poor performance in lettings should reflect in the length and terms of the license however cannot agree to a licensing fee where there is no information on what happens to the revenue generated by it.

28/10/2014 9:47 PM

#### Our response:

[We addressed this point in our frequently asked questions document which explained that the licence fee can only be used to pay for the cost of processing applications and monitoring, varying and revoking licenses.](#)

### Fees and costs

The only problem for Private Tenants is that if you start to add on more fees & costs - they will affect the rental prices which are already expensive. Adding £260 charge to landlords will be passed onto the tenant eventually.

30/10/2014 1:07 PM

The survey fails to specify what is meant by an additional HMO licensing scheme. I presume that this means that properties smaller than those currently requiring licensing would suddenly require a licence. My properties are of a very high standard. They contain mains-fed smoke, heat and carbon monoxide alarms



and both gas and electricity are fully ( and recently ) tested. I am fully accredited. I fear that a licensing scheme as suggested would snowball to create a burden upon good landlords. The fact that you are contemplating a fee of as much as £250 suggests the burden ab initio.

3/11/2014 3:35 PM

I think that the landlords may pass over the cost of this to the tenants, inflating the price of an already expensive market. Also - this needs to be dealt with at a higher level. Another cause for poor quality housing is the LHA - landlords can rent TINY studios for hundred of pounds per week. Fair Rent assessments and a limit of HB paid for smaller low quality places. We are making landlords wealthy of the back of the taxpayer.

7/11/2014 8:26 AM

My only concern is that the cost of the licence is just going to be passed on to the tenants, making accommodation even more expensive - and for those of us who have no option but to live in shared houses/flats because we can't afford to do otherwise that could make the situation worse. However at least the quality of the accommodation should improve. The Council needs to somehow be able to set a cap on the rent. While I was looking for a new place to live about 18 months ago, I was shown an absolutely horrendous place on Holloway Road, above the McDonalds on the corner. Myself and another prospective tenant (not connected to me in any way) were both shown around a 'studio flat' by an agent at the same time and I was left speechless by the state of the place. There was one cramped room with a double bed in it and beside the bed was a wardrobe, at the bottom of the bed was a filthy fridge with the door hanging open (and looking pretty mouldy inside), on top of the fridge was a kind of cooker thing (looks like a microwave but it has a 2-ring hob on top) and in the corner of the room, with the wardrobe on one side and right next to the fridge/cooker on the other and very close to the edge of the bed was a shower cubicle! All squashed in together. The toilet was screened off in a separate cubicle room near the door to the bedroom (at the head of the bed) and that was it. Absolutely revolting, damp and dirty. Asking price of £800 per month! I actually couldn't believe the agent could keep a straight face - it was such a rip off. This was just one of the rooms in a multi-tenanted property (with all the rooms coming off one (or more) long corridor) - so I am sure that the landlord is raking in a fortune while the tenants are living in squalor. I think the only way they have been able to get away with this is that the close proximity to Metropolitan Uni means they can advertise to international students who may need to secure a place to live before they arrive, so probably pay up front before they've even seen the place - and maybe they don't know the going rate so think this is normal or good value. Personally I wouldn't live there even if it was £200 as it was so disgusting.

7/11/2014 2:33 PM

As a Landlord who owns an HMO in Holloway Road with 5 people living there, news of this extra expense / bureaucracy has convinced me that the time is right to serve an eviction notice on the tenants and then sell the property. We have spent thousands on the property over the last few years to meet the existing HMO requirements only to have the goal posts moved again - if private landlords like me cannot make a reasonable profit on their investment, it will just result in people ending up back on the streets with the council having to find accommodation.

9/11/2014 2:07 PM

it's difficult to answer these questions. If you mean that for every tenant in a shared flat there will be a charge of £260, i.e. this charge will be applied to each individual contract, then that is likely only to be passed on to the tenant, who is already undoubtedly being charged a large rental. £650 per building doesn't sound too bad, but if the building has 2 flats or 15, does the same amount apply? How can a 5 year license apply when tenants change on an annual basis? If the landlords are charged annually, this will only be passed on. In this particular block there is no overall managing agent. How can the Council help with this problem?

10/11/2014 3:05 PM

I am concerned at the level of fees. They are significant proportion of the rental level and will discourage landlords / managing agents from taking part in the scheme

12/11/2014 10:05 AM

I only agree with the license on the condition that the cost of it is not passed on to tenants

16/11/2014 10:07 AM

The costs to landlords are too high. Rogue landlords will not be willing to pay and will opt to risk non compliance and not apply for a licence. Also, once a licence has been issued, it should be indefinitely valid, unless there has been a complaint by a tenant and it has found to be reasonable and the landlord has not taken corrective action within a reasonable period of time.

16/11/2014 6:15 PM

The fees are highly excessive. For a four bed flat, with an accredited landlord, let to four friends under a joint tenancy agreement, you are proposing to charge £880. I can not understand how you think this is appropriate/reasonable. Many flats in Islington are let to friends who "houseshare", i.e. rent a single property together under a single tenancy agreement. Charging the landlord (and thus the tenants) this type of amount is disproportionate, and I feel that referring to "bedsits" and similar, when the vast majority of shared properties fall under the category above, is misleading.

22/11/2014 2:54 PM

[Our response:](#)

[Licensing fees cover the cost of licensing and the licensing regime will give assurances to tenants that standards are being met and where they are not, the council will take enforcement against landlords for non-compliance. This will result in improved standards of management and better living conditions for tenants. Licenses can be granted for a maximum period of five years which will equate to £1 per week per letting. HMO standards already apply to shared houses/flats occupied by three or more people and some buildings converted into self-contained flats that don't meet certain building standards.](#)

## HMO Standards

I think for certain situations, the fee is too low. Something needs to be done to tackle the large scale slum development and money raking of landlords like [redacted]. [redacted] is infamous for his actions around islington including caledonian road. Over the last few years I've seen more and more dodgy looking developments to properties along holloway road which are just becoming nothing more than overpriced slums. Is there something else the council could do such as tackling the size of some of these properties, implementing or enforcing minimum standards for dwellings and requirements for storage and clothes drying space?

6/11/2014 12:32 PM

I m a chartered surveyor and landlord operating in brent Hillingdon and harrow. your proposed fees are twice those fees charged by other boroughs. regarding the room sizes for simple shared accommodation a normal min room size is 6.5m2,(brent harrow and hillindon use this size criteria) there will be cases where houses and flats have rooms less than the min 8m2 you request ? this may result in the loss of shared accommodation here where a landlord cannot provide the room size you request so lets the property as a whole ? Also you seem to limit the hmo s for shared houses to 5 rooms ? the legal planning limit is 6 ? and what if the property is much bigger and can accommodate more rooms ? are you saying 5 persons is the limit ? even if they had planning for say 9 rooms (I have a few with this quantity in other boroughs running very successfully) you also seem to prohibit individual leases and locks on doors, all of my tenants in shared houses want the security of a thumb turn euro lock on their door to protect their belongings and further security at night ? what if a group of students share and stuff gets stolen ? shared houses operate very well in the boroughs I operate where I pick the individual tenants and we have separate leases ? why would this not be possible I would welcome your comments [redacted] bsc hons mrics tel [redacted]

10/12/2014 9:38 PM

[Our response:](#)

[Islington's HMO standards were designed having regard to the type and size of properties found in the borough and the way in which HMO properties are occupied. Minimum room size requirements are covered in the standards taking into account how rooms are likely to be used. They make provision for a reasonable amount of private space in bedsits and bedrooms rather than requiring shared living space for tenants who have been recruited separately and lead separate lives. The standards also make provision](#)



for HMOs that are provided as a shared house and let to a group of people under a single tenancy agreement. However, larger houses occupied on this basis by more than 5 people will require additional facilities such as a second set of kitchen facilities in order to meet the standards. They will also require planning permission if let to 7 or more people. The standards do not prohibit suitable locks on bedroom doors nor occupation by more than five people.

### The merits of licensing vs other options

There are better ways to improve the condition of properties than penalising landlords as a whole. There are lots of landlords who spend quite a lot of money providing good homes for their tenants. These people should be rewarded and those that are brought to your attention as being "rogue" landlords should be fined. If you tax the good ones - they will have less to spend on their properties making them better,

3/11/2014 3:14 PM

Whilst good housing is important, I'm sure there are enough rules and powers the council has already to deal with any actual problems. So this sounds like a power grab by the council to add red tape to oust or deter independent landlords with innovative solutions. Large estate agents will probably work with the council to make the rules to ensure they always pass and get the discounts. Therefore ultimately this will reduce supply and put prices up.

6/11/2014 11:58 AM

this sounds like a money making scheme from the council, the focus should really be on providing social housing for the shortage to accommodate the social sector and stop adding pressure to the private sector. We have excellent properties in superb condition, you have selected the worse streets in Islington to carry out your 'research' it isn't exactly painting a true picture. The burden should not be passed onto the private sector, all that will happen is landlords will pass on any fees to the tenants in rent increases, so again the end users bear the burden of the inadequate running of the council. It is a joke, and another point, you should really extend the period as to when all comments be in by, really 9th Jan, around Christmas period?? Come on!

20/11/2014 11:57 AM

I am a landlord and have always enjoyed excellent relationships with tenants. I have had to apply for HMO licensing in Haringey where I let a three bed house to three young professionals. I fail to see how the licensing will improve living conditions for tenants. Tenants can choose to live where they want and I believe generally you get what you pay for. I have had to raise my rents in Tottenham to cover the cost of licensing and I believe the additional licensing is a way for local authorities to generate more income. I fail to see how landlords completing an application form will improve living conditions for tenants

10/12/2014 12:30 PM

Use existing legislation to target existing problems HMOs. Licence all landlords with accreditation scheme....promote London Rental Standard, encourage membership of RLA etc. Let tenants "name and shame" poor landlords. DO NOT push high charges and admin onto reputable landlords. Fees are only passed on in higher rents. Landlords will be discouraged further reducing supply and hiking rents. Work WITH not AGAINST decent landlords. Many of the questions on this questionnaire are hopelessly "leading" and results are statistically non valid. A question stating: "Private rented properties have problems.....do you agree Islington private rent properties have problems" is an example. The respondent has been postulated a hopelessly leading question! A questionnaire should ask neutral non leading questions. Hope this helps. Call me [redacted] if I can advise or help. As a private landlord of over 20 years experience I would be pleased to show you any of my places and show how it can be done. I am not happy to pay £1000++ per property to pay for admin like this. The rogue landlords will not partake anyway. Better to pay this money to someone in need and devote resources to improving rental standards in a way which will work for tenants

10/12/2014 12:48 PM

Additional licensing seems to be an over reaction to what is a small problem in the private rented sector.



The council can already become involved if a tenant reports a problem and there are numerous avenues already to peruse the landlord. A licencing scheme will add additional costs to good landlords and from what i can see these seems to apply to a two bedroom flats let to sharers, so I can assume that the number of properties requiring licencing will be massive and the bad ones will not register anyway.

10/12/2014 1:43 PM

1. Licencing has been tried out in London Borough of Newham and it has aliened private Landlords, as the council has set about to smear the private sectors. 2. Homeowners are finding it difficult to sell their homes, as banks are reluctant to lend in areas of Licencing. 3. HMO Licencing is discriminatory against single people. A Landlord with a 3 bedroom property, would not want to rent a vacant property to 3 nurses, but rather to a family, as the property would not require license. Most social housing favours families. Only private landlord cater to single people. 4. A Landlord renting a two bedroom flat to two ladies would NOT require an HMO license. However, if a boyfriend moved in, it would require a license. A Landlord would have to stipulate that a boyfriend cannot move in, as it would turn the property into an HMO. A landlord would be forced to evict the tenants if they breached the terms of the tenancy. Landlords do not trust Councils and their motives for Licencing.

10/12/2014 3:06 PM

I am against licencing smaller HMOs. I'm accredited landlady and run HMOs in quite a few London boroughs. There are enough laws and regulations to prevent renting private properties in poor condition Housing Act 2004, Housing Health and Safety Rating System to name a few. If council is interested to protect tenants it could just enforce existing laws and regulations. There is no evidence that additional licencing has reduced levels of antisocial behaviour in the areas its been implemented. I oppose to the scheme as I think additional licencing is being used by cash strapped councils to fund their housing enforcement services. In some cases courts showed that licence fees council charge are higher than necessary level prescribed by law. Its good and compliant landlord that are hit by hight fee, but do not need this regulation. Rogue landlords keep operating "below the radar" and little action has been done against those criminal ones. There is very little use for the "fit and proper person" condition to stop wrong persons to become landlords. There are financial implications for the additional licencing: High fees would be passed onto tenants that will further increase their financial burden. In the areas with additional licencing it is impossible to obtain regular buy to let financing, which can lead either to more expensive mortgages that will inevitably increase rents or altogether withdrawal of private landlords from the area, which will increase homelessness and thus criminal activity levels. There are no clear timescale and objectives that council has set to achieve by implementing additional licencing scheme. This means that this scheme success or failure can't be measured to see whether it gives results or fails to achieve results and should be abandoned altogether. This also means that the purpose of this scheme is not to improve antisocial behaviour and properties condition, but merely to gain more control over landlords and collect more fees. As a result of all the above issues I strongly oppose to the additional licencing scheme in Islington and will quit operating HMOs in this borough shifting my funds to other boroughs that are boot seeking to introduce additional licencing.

10/12/2014 6:07 PM

Licencing is an important way for local authorities to maintain good conditions and ensure proper management in the private rented sector. It is absolutely essential for a scheme of this sort is a mandatory requirement, rather than a volutar endeavour, as we frequently see very low participation in voluntary initiatives, and such schemes do not allow local authorities to properly target the worst properties and landlords. In conversation with the local private tenants' group, Islington Renters, and through contact with other local private renters, it is clear that the affected area has many problems in terms of poor conditions, overcrowding and unprofessional management. Licencing helps to regulate a poorly understood sector and the costs associated with it are minscule to landlords when taken against their rental income and capital gain. Furthermore, as a business, landlords should expect associated costs and being willing to bear them to ensure tenants and properties are protected. We believe this new additional licencing scheme is an important step forward for Islington and part of a promising and wider initiative to ensure that the borough's private rented sector is decent, affordable and secure.

6/1/2015 1:10 PM

The reason we selected "no" when asked whether we agree with Islington's area based additional licencing scheme is that we feel that there is a lack of information about how this area was identified and the process

used. We are also concerned that the introduction of additional licensing could divert staff resources from existing reactive work. We are aware that Newham allocated considerable staff to carry out inspections. Although, licensing in Islington may be on a smaller scale, from the information we have received to date, we have serious concerns about the levels of staffing identified to undertake the inspections. We feel that it is vital that full HHSRS inspections are carried out within a period of 8 weeks. To alleviate confusion and provide clarity, we feel that it is essential that tenants can conduct a simple web search on properties to establish whether the property is licensed and, if so, what, if any, inspections have been carried out. This will also assist advice agencies, letting agents and offices like ours (which run landlord registration schemes). Our view is that the landlord is almost certainly likely to pass on the costs of licensing to tenants. We feel, therefore, that it's important to keep licensing costs to as low a level as possible. We also feel that it would be appropriate to extend discounts to landlords who let rooms within their own home.

6/1/2015 2:43 PM

#### Our response:

The evidence collected from our street surveys indicates that significant problems exist in the majority of HMOs along both Caledonian Road and Holloway Road. It is clear that current arrangements, which rely on us reacting to tenants' complaints and undertaking proactive street surveys across the borough are not sufficient to deal with the problems identified. Our work with landlords, through the Islington Landlords Forum and by encouraging accreditation through the London Landlords Accreditation Scheme (LLAS), helps to encourage good practice from those that are interested but does little to address the problems identified in these HMOs. With evidence that 68% of the HMO properties we visited in the two areas are poorly managed it is right that the cost of increased regulation should be met by the industry. Incentives are planned for accredited landlords as recognition that licensing their properties is likely to involve less work.

#### Enforcement

If we want to truly improve the quality and safety of accommodation this needs policing. Additional licensing is vital but so is the policing of non-compliant landlords. Councils must visit all homes in the area and establish the usage so that compliant landlords do not feel victimised. As an agent we often have to turn away business when a landlord is looking to let an HMO but holds no licence. We then later see it let by unprincipled agents or landlords let it themselves.

3/11/2014 11:54 AM

The council need to act robustly and prosecute rogue lease holding landlords. The council have the richness of information at their finger tips and seem to dilly dally and procrastinate bringing slum landlords to justice. I live in an HMO, known to the Islington Environment department. The building has so many Health & Safety issues, lack of lights in communal areas, main entrance not securely locked (attracting entrance by intruders), surrounding court yard and gutters not maintained. The entire building has structural/architectural faults. Every flat in the building has dampness issues. I have a chronic skin condition, and my son has asthma contributed by living in a damp environment. The council knows the owner/ freeholder of the building. Why can't they seize his accounts freeze transactions of all monies that go into his accounts, maybe that will make him do some work in my building.

8/11/2014 12:24 AM

Whatever the fee is, it will be passed onto those who rent, and increase rental prices. So the scheme must be effective in tackling poor management. Good landlords should be able to pay less; they can then either pocket the difference or lower the rent for tenants.

14/11/2014 7:26 AM

I think the rental sector as a whole requires better regulation. Good tenants are often treated abysmally by landlords/estate agents who don't care about mice infestations, mould or other problems. There are bad tenants as well but in Islington where rents are quite high I imagine that this is not as much of an issue. The noise on Holloway Road is appalling and there are a lot of dodgy characters hanging around, smoking weed etc. better policing/more regular patrols would help to make the area safer.

16/11/2014 10:31 AM

As a landlord of a property owned by Islington for the past 20 years, I have been witness to appalling management by Islington Council itself. Also, when I have reported others breaching HMO regulations, nothing was done. How on earth are they going to oversee others managing their places properly, when they seem neither to have the staff nor the money to look after their own properties. In theory it makes sense, in practice, nothing will change because no one will enforce these conditions.

10/12/2014 6:27 PM

**Our response:**

We are committed to taking enforcement action where we find non-compliance with licensing requirements. We will be inspecting properties and taking enforcement action against landlords for failing to license and for operating HMO properties found to be sub-standard.

Wider problems of noise, crime and anti-social behaviour from outside are beyond the scope of additional HMO licensing schemes but we have alternative services in place to deal with these issues.

**Scope of licensing and potential exemptions**

The scheme should be applied to the whole borough as similar problems are widespread throughout the sector, and this would help to redress the balance of power that is currently heavily weighted in favour of landlords. I answered no to the questions regarding properties in these specific locations as I haven't lived there myself. These questions should be limited to residents.

3/11/2014 5:29 PM

Your questions are biased and are based on tenants answering this rather than having a separate questionnaire for Landlords. As for your fees, while attending a LLA course (because regardless of the outcome I can only see this being enforced by Islington as the consultation is a smoke screen to show that you are giving us a partial voice.) it was stated that BRENT councils offered a 50% discount to encourage landlords to sign up and so the fees were under £300. I attended the meeting on the 8th December and basically no new information was offered, and yes I was surprised so few attended such an important issue. I also feel that once this A-HMO has been pushed through the few landlords that do sign up will end up being persecuted as opposed to you chasing those that flout the new rules. Further to this I think it is a disgrace that this is purely focussed on two key roads and I am sure that many of the side roads leading off these two roads will show you how bad some living conditions might be. and really this should cover a much wider area as it doesn't seem to go as far up the Holloway road as it could if what I recall from reading the documents.

10/12/2014 3:38 PM

I think Islington should be looking at a borough wide scheme. This would ensure a consistent approach to all properties and discourage landlords relocating to other parts of the borough.

19/12/2014 5:10 PM

We believe the licensing scheme should be extended to include all private rental properties and all of Islington, especially other problem areas in Finsbury Park. Tenants should also be supported in seeking redress for non compliance. At the moment tenants do not enforce what little rights they have under housing law for fear of retaliatory eviction. Being supported in retrieving rent repayments would motivate them to speak up about their renting conditions - they are still exposing themselves to the risk of retaliatory eviction but may receive financial retribution to allow them not to lose out too much in the process.

9/1/2015 4:56 PM

The bad state of repair of privately rented properties is not restricted to Holloway Road and Caledonian Road. We live on Parkhurst Road, where a number of properties are in a bad state of repair. The house next door to our property is in a bad state of repair- and this affects the look and integrity of the building, but what is more, as no-one takes responsibility for the front garden this has become overgrown. The weeds are unsightly, but a more serious problem is that the trees are completely overgrown and block both the public pavement at the front of the house, and also the path to our property- the tenants in the property

have not done anything to cut this back in spite of the extent of its overgrowth as they say that it is the responsibility of the landlord. It would be good for the borough if the council could recognise the bad state of repair outside Caledonian Road and Holloway Road, and act on the overgrowth of plants and trees in the front (and back) gardens of privately rented properties when they grow into public spaces or other properties.

4/11/2014 12:59 PM

Our response:

We accept that poor conditions and poorly managed HMOs can be anywhere. Licensing is being introduced in these two areas as we have identified that there is a concentration of problem HMOs. The scheme will be reviewed in the future to evaluate its success and to see if it should be applied to other areas where similar problems exist.

As a landlord with dedicated purpose built student properties which are registered and inspected by ANUK National Code of Standards we would propose a complete exemption from licensing for these properties. As a fee is already paid to ANUK we would certainly not expect to pay one to Islington. We have looked at the information provided and do not concur that you have provided enough evidence to support your justification that licensing is required or that would give you powers that the authority does not already have

3/11/2014 12:26 PM

Our response:

We have considered this point and, given that they are already subject to a regulatory regime that appears to be effective, we will be exempting these properties.

Hi, I'm an occupier-owner in Islington and in the process of acquiring a three bedroom, 2002 purpose-built flat in Islington, just outside the proposed application area Holloway Road. We're considering letting the 3 bed. The flat is 30 meters away from the proposed zone, so while I am not concerned by the first application of the scheme, I am concerned by any future extension of the scheme, as it would catch this flat if we decide to let it to 3 flat-sharers instead of one family. I therefore have a number of concerns 1) Exemption for modern, purpose built flats Could purpose-built, recent flats be exempt from the scheme ? I understand the driver for this scheme is poorly maintained old flats and conversions. Perhaps purpose built flats built recently ( after 1995 ? ) could be exempt, especially 3 beds, so that you can target more precisely the problem areas while not affecting flats in good repair ? 2) Extensive notification or exemption of current tenancies, prior to application or extension of the scheme Could there be an extensive notification period before any extension to the scheme, or exemptions for tenants that were already living there at the time of the extension of the scheme ? This will reduce the risk that owners of 3-bed close to the application areas pre-emptively decide to stop renting to flat sharers, in order not to be caught by surprise by the licensing scheme. 3) Clear guidance on HMO requirements with indications of additional costs. There is a lot of guidance on HMOs but very little "clear" guidance on the mandatory requirements to follow and indicative costs. Most landlords are not so much afraid of the licensing costs ( which while steep can be amortized over 5y ) but more of finding endless time-consuming and costly additional steps to follow for additional safety checks. The various 3rd party inspectors seem to all be incentivized by fear of civil liability to recommend steps that go much beyond what the law requires ( e.g. many fire inspectors recommend adding internal fire doors while that's definitely not something the law requires for buildings that were compliant at construction ). Therefore clear guidance over what is mandatory, rather than recommended, would be helpful. Thanks [redacted]

30/11/2014 10:45 PM

Our response:

Purpose built blocks of flats and buildings converted into flats to modern (post 1991) building standards are not HMOs and are therefore outside the scope of licensing. However, if an individual flat in a purpose built or modern converted block is let to three or more people who are not all related then that flat will be licensable as a HMO under the proposed scheme. This is because HMO management regulations and HMO standards apply and we need to ensure that these requirements are met throughout the licensable area.

Hi there, I am very happy to hear about this scheme and to be fair it is well overdue. I live at [redacted] Holloway Road [redacted] and we have a terrible FreeHolder/Freeholder managing company [redacted] looking after the communal areas of our building. The place is falling apart (poor lighting, damp problems, broken entrance door lock, the building outer brick work needs re-pointing, rotten windows, water leak problems, cracks in the walls, mice & bedbugs, etc.. In the last couple of years we even had instances of homeless people entering the building and urinating on the flat doors..) and the not even the cleaning is done regularly.. ..Plus some of the flats are definitely overcrowded and some of the landlords may be aware and some others may not.. Apart from the licensing fee, the question I am asking is how are you planning to monitor that the buildings, houses and flats are actually managed properly? It seems very easy to ask people to pay an additional fee but will this really make a difference in practical terms or maintenance and repairs? I hope you will take my views into account. Kind regards, [redacted]

20/11/2014 1:55 AM

[Our response: From our street survey evidence we understand that management problems are widespread in older converted blocks that have a low proportion of owner-occupiers and we are going to include these types of HMO properties in the licensing scheme.](#)

I do not think it is right that landlords are to be charged further costs if they are already using a managing agent who should be ensuring the property is legally compliant. I appreciate the dilemma with regards to rogue landlords and that something needs to be done to crack down on their presence in the housing market but I do not think that responsible landlords should be out of pocket in anyway to combat this. Technically there isn't anything to stop irresponsible landlords continuing to rent their properties as HMOs without a license, unless they are investigated individually, in which case the investigation into them should just address the living conditions and ensure the property is well maintained and managed instead of whether it has a license. Perhaps if a landlord/property is reported and found to be in breach, that landlord could then be subjected to having to pay a license fee as a penalty and subjected to regular inspections to ensure they maintain an acceptable standard in future.

10/12/2014 1:16 PM

Where properties have three or more stories internally, I understand why you would want an HMO license for shared properties but for properties that are managed or let by an agent, the agent ensures that the property complies with safety regulations etc. In buildings where there are more than one property (house conversions into flats) its is up to the freeholder to ensure that the properties comply with safety regulations. The council has recourse against the freeholder and can fine them if they fail to ensure the building complies with lighting in hallways, smoke alarms etc The negative impact of asking for licenses for dwellings on less than three floors (ie single storey flats) which are occupied by more than one family, is that you will find many landlords will not wish to comply. They will no longer invest in purchasing properties in the area and will probably sell. It will cause a housing shortage in the area which will ultimately drive up rents due to a supply and demand issue

10/12/2014 1:12 PM

[Our response:](#)

[Both the street survey evidence and our wider work in regulating housing conditions has found little or no distinction between properties let directly by landlords and those let through a managing agent. Our experience in relation to HMOs is that few agents have the specialist knowledge, expertise or time to manage these properties effectively. As a result we cannot see any justification for excluding properties that are let through a managing agent.](#)

## **Impact on housing supply**

In principle, the licensing scheme is a good idea. However, there is a risk that upgrading of properties will push out former tenants. As a former tenant of [redacted] Holloway Road myself, it seems to me that many of my neighbours went through enormous stress and had to leave the borough to find somewhere to live after the council declared their rooms unfit for human habitation. So better standards of habitation yes, but



not if it results in social cleansing. The root problem is the lack of affordable housing and that needs to be addressed, e.g. through rent controls, increase in council housing etc.

21/11/2014 10:14 PM

The scheme should be extended to Hornsey Road and Seven Sisters Road....which experience similar problems...and in some cases are even more problematic than Cally Road and Holloway Road . The Council needs to very seriously think about what it is doing here with this proposed policy. The real problem of re-classification to HMO's means that it may no longer be viable and economic for landlords to run these properties as rental stock. HMO classification makes it very difficult for landlords to raise mortgage finance on properties. The outcome of the potential proposed policy may be much more significant than improving the housing stock. It may mean that lower value rental accommodation is taken out of the area for 3500 potential tenants because landlords are forced to see the properties because of the difficulties of raising mortgage finance on them. Clearly, such a significant POTENTIAL reduction in the PRS IN ISLINGTON should not be a policy objective for the Housing team at this moment in time. So YES. Some VERY SERIOUS THOUGHT PLEASE BEFORE THE COUNCIL PUSHES AHEAD WITH THIS!!

11/12/2014 8:23 PM

#### Our response:

All private tenants have a right to expect reasonable minimum property and management standards for their homes. Additional HMO licensing is being proposed to address problems identified with both property management and conditions in Caledonian Road and Holloway Road. At the same time we are working hard to increase the supply of affordable housing in the borough and to help residents access the private rented market through a range of initiatives including plans to establish a social lettings agency.

Licensing does not reclassify properties as HMOs – they are already defined as HMOs in law and are required to comply with HMO standards and HMO management regulations. We have conducted recent research that indicates there are many mortgage products available for licensable HMOs and licensing is not imposing any higher standards than already required.

It is our view that licensing will enhance the viability of the HMO market and ensure it is fit for purpose.

#### Other views

I think this is an excellent idea

29/10/2014 4:22 PM

When I was a councillor I visited a number of private rented flats on Holloway Road and found them to be poorly designed and poorly maintained with the maximum amount of people crammed into the minimal amount of space. I strongly support more regulation of private rental accomodation.

31/10/2014 5:50 PM

i have property in Newham and its a money raising issue with no benefit to anyone other then the bureaucrats pushing paper in the councils offices..

3/11/2014 6:28 PM

My work as a Fire Safety Officer in Islington informs me that there is still an unacceptable amount of residential accommodation of all types without adequate fire detection equipment. Too often Landlords appear to put profit before safety or simply do not understand their duty as a Landlord. Islington Council have identified a significant problem, therefore an additional licensing scheme appears the only way forward.

4/12/2014 9:57 AM

The issue is that there is too many people and too much housing. Islington should set much stricter rules on council houses and reduce the burden on your taxpayers. People should only be granted council accomodation if they have proof they have paid into the system for at least 15 years and lived locally for a minimum of 15 years. Private rents should be much controlled - so Islington can charge landlords for sufficient supervision of housing and safety standards. Islington should do as much as possible to

discourage slum accommodation, slum landlords and an ever-increasing burden on the welfare system. It's time to house more people in the north rather than packing more and more into London.

30/11/2014 2:33 PM

Licences should be issued on a trial basis first, perhaps for one year. If the property is compliant and the tenant is safely housed, then the licence should be extended, perhaps even stipulating a certain time period that the tenant should be kept on (particularly where the tenant has paid in full their dues and are not misbehaving or in arrears).

5/11/2014 3:33 PM

[Our response: We have to plan the running of the licensing scheme to make best use of the available resources. The consultation has shown strong support for the idea of issuing some licenses for a shorter period of time where there are some prior concerns about the property or the landlord/manager. Whilst this option is being explored, it would be unreasonable and too resource intensive to do this for all licenses issued. Licenses cannot be used to restrict tenancies.](#)

There are a number of very large properties with 6 or more bedrooms that should be capable of being let out to groups not as HMOs (if HMOs are let to people individually by the room).

18/11/2014 3:28 PM

[Our response: Properties let to three or more people who are not all related are HMOs and will be subject to licensing under the proposed scheme.](#)

I believe that the main concern at the moment is the area itself. The pavement on Holloway Road, particularly around Highbury Station. I frequently see people and I have myself, tripped up here. The noise on the street can be very bad. I have lived on the street in different buildings, and have always had this problem

19/11/2014 9:39 PM

I have found that unfortunately, a housing association I have rented a room from, since 2003, apparently has no powers to properly intervene, in cases of rent arrears from other lodgers, or be able to give proper tenancies or a very necessary support system to those who have managed rent payments for the whole of a multiply occupied, shared property. When dealing with an ongoing serious situation; In which others are systematically defaulting on rent and bills and acting in an abusive, threatening manner to other lodgers who pay for the whole property, by harrasing them, both in subtle and overt ways, including refusing to accept their right to live in the property peacefully, or allow them to have properly managed tenancies by the housing association.

20/11/2014 2:46 PM

It has not been possible in the past for me to get written confirmation from Islington Council on whether my property is a HMO or not. I could only achieve a verbal confirmation that it wasn't a HMO from an Islington HMO housing officer. This is unacceptable.

10/12/2014 11:46 PM

Please also see written consultation response submitted via email to Torben Wood.

9/1/2015 5:58 PM

[Our response: These comments have all been noted. Written responses that were received in addition to the survey have been considered and replied to.](#)

## Outcomes

The responses we received have provided valuable feedback on the proposals and have been carefully considered. They ranged from some respondents calling for licensing to be extended across the entire borough to all private rented properties through to those calling for the licensing proposals to be dropped completely.

The option to introduce a wider licensing scheme covering other private rented properties (known as selective licensing) and/or HMOs across the borough was considered during the initial stages of developing the proposed scheme. Selective licensing can only be used in areas of low demand or where there is evidence that anti-social behaviour is linked to inadequately managed private rented properties. There is currently no evidence that either of these circumstances apply in Islington.

The option to proceed without operating an additional licensing scheme in Caledonian Road and Holloway Road has also been considered at length. This is reflected in our response to comments shown in Table 1 under *the Merits of licensing vs other options*. However, it has become clear that the alternatives which rely on increasing enforcement activity and further promotion of self-regulation (such as accreditation and training) will not adequately address the concentration of problems identified with HMO accommodation in the two roads. Instead, the additional licensing scheme is proposed alongside those other measures in order to bring about the widespread improvement needed in Caledonian Road and Holloway Road HMOs.

Several respondents have provided suggestions as to how our proposals can be modified and improved. As a result:

### Scope of licensing and potential exemptions

Prior to the consultation we were looking at whether there was merit in restricting the application of licensing to exclude converted buildings containing flats that do not meet modern building standards where a proportion of the flats are owned by persons other than the freeholder. (Where these older converted buildings contain flats and less than two thirds are owner-occupied by long leaseholders, they are a defined type of HMO). The thought behind the potential exclusion was that long-leaseholders can exert their influence to address block management problems. However, that is not borne out by the evidence collected in our street surveys and feedback received through the public consultation has highlighted this as an ongoing problem that can be addressed through licensing.

Another consultation response highlighted the potential for unnecessary duplication of regulation in relation to large purpose built blocks of privately operated student accommodation. As a result we have reviewed the impact of the Accreditation Network UK (ANUK) National Code of Standards on the management of these properties, taking into account the results of our street surveys which included a number of these properties in Holloway Road. They were all found to be well-managed and we have concluded that this alternative regulatory regime appears to be effective and precludes the need for additional licensing of this type of accommodation. The proposals for licensing will therefore include an exemption for student accommodation that is registered and managed in accordance with the [ANUK National Code of Standards](#) which has been approved by the Secretary of State under section 233, Housing Act 2004.

### Fees and costs

We have reviewed the fees proposed for licences and concluded that the fee levels proposed accurately represent our costs in administering licensing and do not place an undue burden on the HMO market. Discounts for accredited landlords are being proposed



within the fee structure. However, having given further consideration to the practicalities of early applicant discounts, we have concluded that these will not be applied to the scheme.

With the support shown in the survey for the use of reduced term licences where there is a history of non-compliance, poor property management and late/incomplete licence applications, we have decided to develop this policy further so that it benefits compliant landlords and focuses licensing on those that require more regulation. Based on a five year licence the fee equates to £1 per unit of accommodation per week. (We also recommend that landlords take advice on the extent to which licence fees are tax deductible against their tax liability).

With regard to the wider cost of compliance HMOs licensed under the proposed scheme will not be required to achieve higher standards than what is already required for non-licensable HMOs by HMO management regulations or the Council's locally adopted HMO standards.

### **HMO standards**

The HMO standards adopted in Islington under section 65 Housing Act 2004 have been designed to reflect the types of properties found in the borough and help to mitigate the problems experienced in shared accommodation of these different types. They cover space requirements, kitchen and bathroom amenities and reasonable ratios for use of these amenities. They also cover a limited number of other requirements such as heating and the number of power sockets to be made available in each unit of accommodation. The HMO standards were published as part of the information pack to support the public consultation and some respondents have commented on them. We are satisfied that the HMO standards have been effective over several years, having been applied with some flexibility that has taken into account the views of landlords, tenants and case reviews by Residential Property Tribunals. They apply to both licensable and non-licensable HMOs and we will use licensing and other legislation to bring about their widespread application in HMOs across the borough.

### **Enforcement**

The view expressed by a wide range of respondents that effective enforcement is vital to achieving the improvements to the HMO sector required in the two roads has resonated strongly with us. As part of its wider Housing Strategy, the Council takes a rigorous approach to enforcement and has prioritised action on a number of recent high profile cases. The proposal to introduce an additional licensing scheme in Caledonian Road and Holloway Road where there is a high concentration of poorly managed HMOs provides a mechanism to target regulation and additional resources to where it is most needed. Within this context a range of coordinated measures will be taken to maximise compliance. These include effective:

- publicity to ensure that landlords, letting agents and tenants are aware of the scheme, how to apply and how to report unlicensed or non-compliant HMOs
- use of the policy on reduced licence periods
- sharing intelligence across council services and with outside agencies (e.g. HMRC, mortgage lenders and anti-fraud agencies), to assist with achieving compliance and taking action against non-compliant landlords
- targeted programmes of street surveys and inspections to identify unlicensed properties
- prosecution and the application of further penalties such as Rent Repayment Orders for landlords who ignore the requirement to licence their properties

### Impact on housing supply

A number of respondents have expressed concern that an additional licensing scheme could result in a reduction in the number of HMO bed spaces available and limit the supply of lower cost accommodation in the two roads. Having assessed the available information we do not agree that this will be the case:

- Firstly licensed HMOs operate successfully under the existing mandatory scheme across the borough, including several located in Caledonian Road and Holloway Road.
- For good landlords the cost of compliance through licensing does not vary significantly from the cost of compliance using alternative mechanisms including self-regulation. Licence fees will equate to £1 per unit of accommodation per week with potential for off-setting this additional cost against tax liabilities.
- The mortgage industry appears to be recognising that the risks associated with lending to non-licensable HMOs can be equal to or greater than those associated with licensable HMOs and this artificial distinction is weakening. As a result the number of mortgage products available for licensable HMOs is increasing and any difference between the rates that apply to licensable and non-licensable HMOs appears to be reducing.
- We accept that landlords who do not want to comply or to provide well-managed HMO accommodation, or have unsustainable business models may choose to leave the market, resulting in the withdrawal of some poor quality HMO accommodation. However, continued strong demand will provide opportunities for good landlords to operate successfully. Population growth predictions given in [Ward Profiles](#) for the ten wards that would be affected by the proposed scheme show that the overall population of each ward is set to grow by between 7% and 20% between 2011 and 2020. Meanwhile the Census data for 2011 shows that, if the trend between 2001-2011 continues, the greatest increase in population is likely to come from the 20-29 age group, those who are most likely to occupy HMO accommodation.
- Against this background we anticipate that some landlords who have previously limited occupation of their HMOs to four people in order to avoid mandatory licensing will re-assess their options and choose to increase occupation to maximise yields under the licensing scheme.

**Proposed fees for HMO Additional Licensing – from Spring 2015**

	<b>3 unit HMO</b>	<b>4 unit HMO</b>	<b>5 unit HMO</b>	<b>Notes</b>
Application fee	£780	£1,040	£1,300	*A unit includes: a. bedsit rooms b. bedrooms in a shared house or flat which is occupied by more than one household (even if there is only one tenancy agreement for all tenants) c. self-contained flats in single household occupation within the HMO (See page 3 for converted buildings only containing flats)
Application fee for LLAS Accredited** licence holder or manager	£660	£880	£1,100	* See note at top of chart. Reduces the need for background checks on fitness/competency to manage thereby reducing cost
Assisted application	Additional £325 per HMO			Additional cost of assistance with measuring rooms, producing plans and completing the application form.
Renewal of licence	£600	£800	£1,000	If no change in property or licence holder or manager, otherwise fee charged as for new application * See note at top of chart.
Renewal of licence for LLAS Accredited** licence holder or manager	£540	£720	£900	If no change in property or licence holder or manager, otherwise fee charged as for new application * See note at top of chart.

### Further guidance on proposed additional licensing fees

	3 unit HMO	4 unit HMO	5 unit HMO	Notes
Minor amendments	Included			Change of Address (for licence holder or manager)
Change of Manager (if no change of licence holder) ***	Included			Licence holder changing nominated manager (manager has to complete a Fit & Proper Person declaration)
Variation of licence (if no change of licence holder) ***	Included			Material change to the licence such as new facilities installed and licence can be varied for a greater number of occupiers
Revocation of licence / no longer licensable / refuse to licence / numbers of occupants reduced by conditions on licence	No refund			Once application submitted for specified number of lettings, costs have been incurred in processing application, draft and/or full licence

\*\* Accredited under London Landlords Accreditation Scheme. For more information see [www.londonlandlords.org.uk/accreditation](http://www.londonlandlords.org.uk/accreditation) or phone 020 7974 5893 or e-mail [LLAS@camden.gov.uk](mailto:LLAS@camden.gov.uk)

\*\*\* If there is a change of licence holder, this will be treated as a new application

### Fees for licensing large scale student blocks

Student Accommodation:- Application fee for large student accommodation developments	£30 per bed space	This fee only applies to licensable large scale purpose built or converted student accommodation where the provider has signed up to the ANUK/Unipol Code of Practice.
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## Fees for licensing s257 HMOs – Converted buildings containing self-contained flats

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Application fee	£650 per building*	*Any building converted into self-contained flats where the building and flats are in the same ownership and the conversion work did not comply with the Building Regulations 1991 (or later regulations if applicable) and it still does not comply (these are known 's257' HMOs).
Application fee for LLAS Accredited** licence holder or manager	£550 per building	* See note above. (This reduces the need for background checks on fitness/competency to manage and therefore reduces processing costs)
Assisted application	Additional £160 per building	Additional cost of assistance with completing the application form in respect of a converted building (s257HMO).
Renewal of licence	£520 per building*	If no change in property or licence holder or manager, otherwise fee charged as for new application * See note above.
Renewal of licence for LLAS Accredited** licence holder or manager	£450 per building*	If no change in property or licence holder or manager, otherwise fee charged as for new application * See note above.
Minor amendments	Included above	Change of Address (for licence holder or manager)
Change of Manager (if no change of licence holder) ***	Included	Licence holder changing nominated manager (manager has to complete a Fit & Proper Person declaration)
Variation of licence (if no change of licence holder) ***	Included	Material change to the licence such as new facilities installed and licence can be varied for a greater number of occupiers
Revocation of licence / no longer licensable / refuse to licence / numbers of occupants reduced by conditions on licence	No refund	Once application submitted for specified number of lettings, costs have been incurred in processing application, draft and/or full licence

\*\* Accredited under London Landlords Accreditation Scheme. For more information see [www.londonlandlords.org.uk/accreditation](http://www.londonlandlords.org.uk/accreditation) or phone 020 7974 5893 or e-mail [LLAS@camden.gov.uk](mailto:LLAS@camden.gov.uk)

\*\*\* If there is a change of licence holder, this will be treated as a new application

## STANDARDS FOR HOUSES IN MULTIPLE OCCUPATION

### Housing Act 2004

This paper outlines Islington Council's **minimum** standards for room sizes and the provision of kitchens and bathrooms in houses in multiple occupation (HMOs). The Council is planning to introduce these standards under [section 65\(2\) Housing Act 2004](#) in order to help determine the suitability and maximum number of occupiers and households for an HMO licence.

Wherever possible these standards are expected in all HMOs (both licensed and non-licensed HMOs) to promote good quality accommodation and fairer market conditions. Where sub-standard conditions are found in non-licensable HMOs, the Council will look to use other legal provisions to bring these homes up to the minimum standards set out below.

The standards are based on the government's "Prescribed standards for deciding the suitability for occupation of an HMO by a particular maximum number of households or persons". These are in The Licensing and Management of HMOs and other Houses (Miscellaneous Provisions) Regulations 2006, Schedule 3, see:

[http://www.legislation.gov.uk/ukxi/2006/373/pdfs/ukxi\\_20060373\\_en.pdf](http://www.legislation.gov.uk/ukxi/2006/373/pdfs/ukxi_20060373_en.pdf)

Alternatively you can obtain a copy by telephoning Residential Environmental Health (phone 020 7527 3083 or by emailing [resid.envh@islington.gov.uk](mailto:resid.envh@islington.gov.uk)).

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#### 1. Provision of Kitchen Facilities

##### 1.1. Households of more than one person

Each letting must be provided with exclusive use kitchen facilities for the storage, preparation and cooking of food, either within the bedsitting room or in another suitably located room.

##### 1.2 Households with children

All households where there is a child under the age of sixteen are to have an exclusive use kitchen provided in a separate room from the sleeping.

##### 1.3 Single person households

Where a room is let to a single person exclusive use kitchen facilities are to be provided within their letting. However where their room is not large enough (see table below) and no other room can be converted to a kitchen for their exclusive use, up to **three** single people may share a kitchen. In such cases fridges and food storage cupboards are to be located within each bedsit or letting.

##### 1.4 Shared houses

A shared house is defined as one:

- Which is occupied by a group of people over the age of sixteen
- Each occupier has the use of a communal living room and a suitable dining area with adequate space for use by all occupiers, and
- There is evidence of communal living. There is likely to be e.g. one tenancy and no locks on bedroom doors.

In these houses, up to **five** people can share a kitchen.

## 2. Room Sizes for Sleeping and Living Accommodation

2.1 The minimum floor areas for sleeping and living accommodation are listed in the table below. These areas are only adequate if the room is large enough to accommodate essential furniture and facilities and to enable their safe use.

	<b>Bedsit containing kitchen facilities and studios*</b>	<b>Bedsit where shared kitchen facilities are provided in a separate room for 2 or 3 single people.</b>	<b>Rooms in shared houses and rooms where exclusive use kitchen facilities are in a separate room</b>
<b>Single Room</b>	12 m <sup>2</sup> (130 sq. ft)	9m <sup>2</sup> (96.75 sq. ft)	8m <sup>2</sup> (86 sq. ft)
<b>Double Room</b>	15 m <sup>2</sup> (160 sq. ft)	Not acceptable	11m <sup>2</sup> (118 sq. ft)

*\*A studio is a self-contained unit comprising bedroom, living space and kitchen with en-suite bathroom facilities. NB: The minimum acceptable room size does not include any area taken up by bathroom facilities*

- 2.2 No more than two people can share a room. Shared sleeping accommodation is only considered suitable for adults who are married, cohabitees, consenting friends or relatives.
- 2.3 No two persons over the age of twelve, of opposite sex, can sleep in the same room, unless they are married or cohabitees.
- 2.4 Floor to ceiling height to be a minimum of 2.14m (7ft) over 85% floor area. Any floor area where ceiling height is less than 1.53m (5ft) shall be disregarded. Where bunk beds are used, there shall be a minimum floor to ceiling height of 2.5m (8'2").

When measuring the size of a room, include floor areas under fitted cupboards, kitchen units and other furniture, but do not include chimney breasts or lobbies.

## 3. Kitchens Standards

### **Kitchen Facilities for bedsits (exclusive use)**

A kitchen within a bedsit or studio letting, or for households without children, is to contain:

- 3.1 A fixed integrated worktop of minimum dimensions 1000 x 600mm (40" x 24") incorporating two inset electric hotplates and an inset sink / drainer with cold drinking water and adequate hot water supply.
- 3.2 Combination microwave/oven 26 litre (0.92 cu ft) 900 watts i.e. includes grill & conventional facilities (Conventional cookers with integrated hobs can be provided in place of microwave ovens, and electric hotplates, but portable hobs or worktop ovens such as Baby Bellings are not acceptable.) (Electric cookers are recommended for safety reasons).
- 3.3 Power outlets (or fused spurs) for all appliances provided by the landlord, plus an additional two electric power outlets at worktop level.
- 3.4 A fixed impervious worktop minimum dimensions of 1000 x 600mm (40" x 24") (an extra 500mm (20") to be provided if the microwave is to be sited on the worktop).



- 3.5 A minimum 200mm (8") high tiled splash back.
- 3.6 A fridge with freezer, minimum 100 litres. To minimise disturbance from noise, an A rated energy efficient fridge is recommended.
- 3.7 A storage cupboard minimum 1000 x 800 x 300mm (40" x 32" x 12"), not to be sited above hobs.
- 3.8 Ensure the layout sites the worktop and drainer either side of the hobs. Alternatively, fire resistant protection must be provided adjacent to the hobs, if sited against a wall or cupboard.

NB: Proposals for well designed, bespoke mini kitchens will be considered.

#### **Shared kitchen facilities for bedsits and for households including children**

4. A shared kitchen to be a minimum of 5.5 m<sup>2</sup> (59 sq ft), or 11 m<sup>2</sup> (118 sq ft) where two sets of facilities are provided in a kitchen. No more than two sets of shared cooking facilities can be provided in one room.
  - 4.1 A cooker with four rings, oven and grill, electric cookers are recommended.
  - 4.2 A sink with minimum internal dimensions of 400 x 340 x 150mm (16" x 14" x 6") with integral impervious drainer, provided with a piped supply of cold drinking water and adequate hot water and set on a base unit.
  - 4.3 Power outlets (or fused spurs) for all appliances provided by the landlord plus an additional two electric power outlets at worktop level
  - 4.4 A fixed worktop of impervious material of not less than 1500 x 600mm (59" x 24").
  - 4.5 A tiled splash back at least 200mm (8") high, behind each sink and worktop.
  - 4.6 A microwave cooker with minimum 800-watt output.

In addition to the shared kitchen, each bedsit must also be provided with:
  - 4.7 A fridge with freezer, minimum 100 litres (3.53 cu ft). To minimise disturbance from noise, an A-rated energy efficient fridge is recommended.
  - 4.8 A storage cupboard of minimum dimensions 1000 x 800 x 300mm (40" x 32" x 12").

#### **Kitchen facilities in shared houses/flats**

5. Each house or flat must be provided with its own food preparation/cooking/storage facilities for the exclusive use of the occupiers, up to a maximum of five persons.

A shared kitchen to be a minimum of 5.5m<sup>2</sup> (59 sq ft), or 11m<sup>2</sup> (118 sq ft) where two sets of facilities are provided in a kitchen. No more than two sets of shared cooking facilities can be provided in one room.

- 5.1 A cooker with four rings, oven and grill. (Electric cookers are recommended for safety reasons).
- 5.2 A sink with minimum internal dimensions of 400 x 340 x 150mm (16" x 14" x 6") with integral impervious drainer, provided with a piped supply of cold drinking water and adequate hot water and set on a base unit.
- 5.3 power outlets (or fused spurs) for all appliances provided by the landlord plus an additional two electric power outlets at worktop level
- 5.4 A fixed worktop of impervious material of not less than 1500 x 600mm (59" x 24").
- 5.5 A tiled splash back at least 200mm (8") high, behind each sink and worktop.

- 5.6 A microwave cooker with minimum 800-watt output.
- 5.7 A fridge with freezer, minimum 200 litres (7.06 cu ft). To minimise disturbance from noise, an A-rated energy efficient fridge is recommended.
- 5.8 A storage cupboard of minimum dimensions 1000 x 800 x 300mm (40" x 32" x 12").

## 6. All kitchen facilities

Standards for all kitchen facilities are as follows:

- 6.1 All finishes are to be non-absorbent and readily cleansable including the floor covering which will must be provided under all appliances and at least 1000mm (40") in front of the appliances. No furniture, bedding, curtains etc. shall be within 600mm (24") of the cooker.
- 6.2 All kitchens are to be on the same floor as the living accommodation, unless dining facilities are within the kitchen, where it must be no more than one floor away (this does not apply to shared houses). Kitchen facilities must be available for use 24 hours a day
- 6.3 Kitchen units and equipment must be securely fixed to a wall and cookers must be positioned away from the room door
- 6.4 A mechanical extractor must be provided, ducted to the open air, with the outlet away from any adjacent windows.
- 6.5 A fire blanket to be available in a container fixed to a wall, within reach of the cooker (to comply with BS 6575:1985).
- 6.6 The Fire Brigade recommend that 'No deep fat frying' notices should be placed next to cookers to ensure their safe use.
- 6.7 A fire door of 30 minute fire resistant construction with intumescent strips and smoke seals and an overhead type door closer must be installed to all shared kitchens (also known as FD30(s)).
- 6.8 Suitable and appropriate containers for the storage of refuse must be provided. Refuse disposal facilities must be readily accessible and sufficient for the number of occupants within the building

## 7. WCs

- 7.1 One water closet separate from any bath/shower room, to be provided for every five occupants of minimum size 800x1300mm (32" x 52"). Where four or fewer occupants share a WC, it can be in the bath/shower room.
- 7.2 Each WC compartment shall be provided with a wash hand basin with a constant supply of hot and cold water.
- 7.3 The WC must be within one floor of the living accommodation it serves.

## 8. Personal Washing Facilities

- 8.1 Each letting to contain a wash hand basin of minimum dimensions 560 x 430 mm (22" x 17") unless a sink is provided within the bed-sitting room. Such wash-hand basins are not required in shared houses or where listed building requirements prohibit it. Where the cold water supply to a wash hand basin is not drinking water, it should be labelled "not drinking water".
- 8.2 One bath/shower shall be provided for every five occupants. Households with children under 16 are to have a bath/shower (preferably a bath) for their exclusive

use. Baths to be of minimum 1500 x 750mm (60" x 30") and showers to be of minimum 700 x 700 mm (28" x 28"). Baths/shower rooms to have sufficient space for drying and changing, minimum 700mm x 700mm (28"x28"). Bath/shower rooms to be within one floor from the living accommodation they serve.

8.3 Tiled splash-back minimum height 200mm (8") and tiled shower surrounds of minimum height 1800 mm (60") to be provided. Adequate, impervious shower curtain or screen to be available for all showers. The walls and floors to any bath/shower rooms to be non-absorbent and readily cleansable.

8.4 All bath/shower rooms, to be provided with adequate fixed heating appliances to achieve a recommended temperature of 22°C.

8.5 Mechanical ventilation to be provided to the open air if there is no openable window to the bathroom. Given the intensive use of personal washing facilities in HMOs and the risk of moisture migration causing condensation and mould in other rooms, the installation of quiet running humidistat type mechanical ventilation is recommended for all bath/shower rooms.

## 9. Water supplies

Stopcocks to be provided within lettings and shared kitchens to all-direct water supplies. Accessible stopcocks to tanked water supplies are to be provided in common parts.

## 10. Gas installations

Only Gas Safe registered contractors should install, service or repair gas water heaters, boilers and gas cookers and associated pipe-work etc.

## 11. Space Heating

Each unit of accommodation must be provided with an adequate means of fixed space heating which is economic to run and controllable by the occupier.

**Note:** [Islington's Private Rented Standard](#) provides further guidance on heating and thermal comfort. Where homes are not capable of being kept economically warm, the Council will be under a duty to require further works under [part 1 Housing Act 2004](#) (subject to assessment using the [Housing Health and Safety Rating System](#)).

## 12. Fire safety

The HMO must be provided with appropriate detection and alarm systems. As a minimum, mains wired smoke alarms (with battery back-up) must be installed and maintained in proper working order to:

- Each landing level of any staircase in buildings converted into flats and flats above/below commercial premises (interlinked to form one system)
- The circulation space inside any shared flat or house with shared facilities

Buildings or houses converted into self-contained flats or bedsits (but not shared houses) must have a [Fire Risk Assessment](#) (FRA) carried out in accordance with the Regulatory Reform (Fire Safety) Order. The FRA must be available for inspection.

**Note:** National guidance on fire safety in HMOs is provided in [The LACoRS guide to fire safety](#). The LACoRS guide provides more detailed information on how to assess and control risks in various types of HMO. Where HMOs present a significant fire safety risk that has not been adequately controlled then the Council will require further works under [part 1 Housing Act 2004](#) (subject to assessment using the [Housing Health and Safety Rating System](#)).

## Further Information

The Housing Act 2004 introduced the Housing Health and Safety Rating System (HHSRS) which is a risk based method for assessing conditions in residential properties including HMOs. There is a list of 29 hazards that can be taken into consideration including damp and mould, excess cold, falls on stairs, fire safety and inadequate security measures. An HHSRS assessment will consider the type of hazard present, its severity and likely risk of harm on the occupier(s).

If a hazard gives rise to a serious threat to health or safety it is known as a Category 1 Hazard. If a local housing authority considers that a Category 1 hazard exists in any residential premises, they must take the appropriate enforcement action in relation to the hazard. Less significant threats to health and safety are known as Category 2 Hazards and a local authority may take appropriate enforcement action to reduce the hazard to an acceptable level.

HMOs will be inspected to assess hazards, compliance with these minimum standards and compliance with HMO management regulations:

- [Management Regulations for HMOs that are entirely comprised of self-contained flats](#) (known as [section 257 HMOs](#))
- [Management Regulations for all other HMOs](#)

Landlords will be required to bring their property up to standard within a fixed period and ensure that they are managed in accordance with the applicable management regulations. If you would like further advice then please telephone Residential Environmental Health (phone 020 7527 3083 or email [resid.envh@islington.gov.uk](mailto:resid.envh@islington.gov.uk)).



## Report of: Executive Member for Housing and Development

Meeting of:	Date	Ward(s)
Executive	12.03.15	Finsbury Park

## **SUBJECT: Finsbury Park Development Framework Supplementary Planning Document (SPD)**

### **1. Synopsis**

- 1.1 The Council has a long standing ambition to improve the Finsbury Park area. As a first step towards partnership working to deliver lasting change in the area, Islington, Haringey and Hackney Councils signed the Finsbury Park Accord in June 2012: a tri-borough agreement that establishes the terms of cross-borough delivery of strategic policy, planning and public services in the Finsbury Park area. One of the priorities of the Accord was the development of a tri-borough spatial strategy in the form of a Supplementary Planning Document (SPD) for the Finsbury Park Town Centre. This SPD was prepared and consulted on jointly by the three local authorities, and adopted in summer 2014.
- 1.2 Following the adoption of the joint SPD, the Council has taken the decision to prepare further detailed planning guidance for the specific area directly west of Finsbury Park Station. This area is currently the focus of development activity and the Council anticipates that further development proposals will come forward in future years. The Finsbury Park Development Framework SPD provides a further layer of detail to the broad development objectives that are outlined in the adopted Finsbury Park Town Centre SPD.
- 1.3 Public consultation on the draft SPD took place between Monday 17 November 2014 and Monday 15 December 2014. A consultation report that sets out how the Council sought the views of the local community on the draft SPD, what the responses were and how the comments have informed the proposed adoption draft is attached at Appendix 1.
- 1.4 Once adopted, the SPD will form part of the Council's Development Plan, and will therefore be a material consideration in determining any future planning applications for the area.

## 2. Recommendations

- 2.1 To note the key points raised during public consultation and the proposed Council response as presented in the consultation report (Appendix 1).
- 2.2 To agree to adopt the revised Finsbury Park Development Framework SPD (Appendix 2).

## 3. Background

- 3.1 Finsbury Park Town Centre occupies a unique position at the meeting point of three London boroughs. The excellent and improving public transport connections, the area's growing creative and cultural industries and the strong historic legacy of mid-late Victorian building stock, including the Grade II\* listed former Rainbow Theatre, all contribute to the area's unique and vibrant character.
- 3.2 For many years, the town centre's location on the boundary of Islington, Haringey and Hackney has complicated the adoption of a co-ordinated approach to securing positive change. The first step in working together and overcoming cross-boundary challenges to deliver lasting change came in the form of a tri-borough agreement: the Finsbury Park Accord. In June 2012 Islington, Haringey and Hackney Councils signed the Accord to establish the terms of cross-borough delivery of strategic policy, planning and public services in the Finsbury Park area. One of the Accord's eleven key priorities was the creation of a cross-borough spatial strategy in the form of a Supplementary Planning Document (SPD) to guide the area's future development.
- 3.3 The Finsbury Park Town Centre SPD was prepared and consulted on in 2013, and was adopted by Islington, Haringey and Hackney Councils in summer 2014. The SPD sought to set out a single vision for the regeneration of Finsbury Park Town Centre, parts of which fall within each of Islington, Haringey and Hackney.
- 3.4 Following the adoption of the document, the Council took the decision to prepare further detailed planning guidance for the area within Islington directly west of Finsbury Park Station, which includes the John Jones and City North sites, Wells Terrace bus station and the neighbouring Clifton House, the retail section of Fonthill Road and a small section of Seven Sisters Road, including the former Sir George Robey Public House site. The eastern boundary of the framework area is defined by the railway lines that bisect the town centre and Finsbury Park Station. The area covered by the Finsbury Park Development Framework SPD is approximately 5.3 hectares and falls within Finsbury Park Ward. The Finsbury Park Development Framework SPD is attached at Appendix 2.

### **Purpose of the SPD**

- 3.5 The area subject to this SPD is currently the focus of development activity, and the Council anticipates that further development proposals will come forward in future years. The intention behind the Finsbury Park Development Framework SPD is to provide additional guidance on how the Council wishes to see the area developed through the application of its adopted planning policies to secure the highest possible quality of development within a key part of the town centre. The Finsbury Park Development Framework SPD will provide a further layer of detail to the broad development objectives that are outlined within the adopted Finsbury Park Town Centre SPD for the area directly west of Finsbury Park Station.
- 3.6 Once adopted, the framework will be used by the Council as a material consideration in the determination of planning applications. National, regional and local planning policy may change and any



applications will be determined in light of the adopted planning policies at the time a decision on an application is made.

### **Vision**

- 3.7 The Council wishes to see future development proposals contribute positively to the local environment, building upon the framework area's strong character and capitalising on its unique characteristics. New development will contribute to the further development of the framework area as the commercial and cultural heart of Finsbury Park, reflect the area's status as a District Town Centre and focus for investment, respect existing townscape context, and contribute to the area's vitality and vibrancy.
- 3.8 Future development in the SPD area will be of an appropriate scale, respond to key heritage and amenity considerations, be of high quality contextual design, explore opportunities to improve connectivity and contribute to achieving a high quality mixed use environment. To assist in achieving this, the Finsbury Park Development Framework SPD provides guidance on appropriate building heights, heritage and amenity considerations, design quality, movement, connectivity and land use, all ensuring that the area's unique character is enhanced and protected.

### **Area objectives**

- 3.9 Based on Core Strategy Policy CS 2 (Finsbury Park), the Council's Site Allocations Development Plan Document (2013) sets out high-level objectives for the wider Finsbury Park Town Centre. The future development of certain sites will play a key role in:
- enhancing the vitality of the Town Centre as a retail centre;
  - the redevelopment of the low-density employment sites around the station to provide mixed-use development including housing, employment, retail and leisure uses;
  - providing between 400-600 new homes;
  - re-providing storage and distribution floor space;
  - improving transport interchange and public spaces, with increased legibility and design that leads to an increased sense of safety;
  - improving walking and cycling connections to the park, Highbury Fields/Highbury Corner and the Emirates (Arsenal) Stadium;
  - respecting and enhancing the historic character of the area; and
  - improving and providing new open space; Finsbury Park ward and neighbouring areas are identified as some of the highest priority areas for increasing the provision of public open space.

These core objectives provide a broad framework within which to bring forward the area's regeneration.

### **Opportunities in the wider Finsbury Park Town Centre SPD**

- 3.10 The following opportunities were identified within the wider Finsbury Park Town Centre SPD (July 2014) as having the potential to deliver elements of the above key objectives:
- I. Strengthen the existing retail offer in the town centre, including on Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road, to include the strengthening of the specialist retail functions, diversification of the retail offer, promotion of creative industries and small and medium-sized enterprises (SMEs), and the improvement of shop fronts and the surrounding public realm.
  - II. Promote mixed use development and employment and training opportunities around Finsbury Park Station, including: housing, employment (office, light industrial, storage and distribution,

and affordable space for SMEs), retail, arts and leisure, in particular at the following sites: City North, John Jones, the Rowan's site and other allocated sites and the site of the former Sir George Robey public house.

- III. Improve the function and role of the station by delivering works that will facilitate an improved and less confusing transport interchange, enhancing connections and safety through high quality public realm. This would include improvements to the station itself, such as the western ticket hall, and improvements to Station Place, Well's Terrace and the areas under the railway viaducts (e.g. by improving the area through public art and improved lighting).
- IV. Enhance walking and cycling routes, strengthening links between Finsbury Park, the Parkland Walk, Gillespie Park, Highbury Corner, Highbury Fields, Caledonian Park and the Emirates (Arsenal) Stadium, encouraging walking and cycling for local residents and visitors. This should include joint working with TfL to improve pedestrian and cycling links across Seven Sisters Road.
- V. Protect and enhance the historic character of the area through high quality design, respecting the local context of Finsbury Park and its surroundings; in particular by improving the setting of its listed buildings (i.e. the former Rainbow Theatre and 85 Stroud Green Road) and improving the appearance and condition of the area's Victorian building stock, both within and outside conservation areas (e.g. the triangle site).
- VI. Improve connections to the wider area by establishing a clear physical and visual link between the station and the Park (Finsbury Park), and improve access to the station from the west (i.e. encouraging redevelopment of the City North site).

### **Key principles of the Finsbury Park Development Framework SPD**

3.11 Based on the above area objectives and opportunities, and the area's context, the Council is seeking to ensure that new development within the framework area is brought forward in line with the following key principles:

- A. New development should provide an appropriate response that is respectful to the townscape context of the framework area, reflecting existing scale, form and character. Development proposals should be designed in line with Islington's adopted policies for building heights.
- B. Development proposals should conserve and enhance the historic character of the area. This includes but is not limited to the setting of the Grade II\* former Rainbow Theatre at 232 Seven Sisters Road, the locally listed buildings at 4-5 Goodwin Street, 240 Seven Sisters Road and 149 Fonthill Road and the area's historic building stock. Development proposals should also respect the scale, grain and appearance of historic street scenes.
- C. Development should achieve an acceptable noise environment for future occupiers of any residential development taking into account the constraints imposed by the major road network and railway infrastructure.
- D. Buildings should be of high quality design that represents an appropriate response to the surrounding streetscape and townscape context. Buildings should also contribute towards achieving safe, direct, active and overlooked pedestrian routes and should not unacceptably harm the amenity of any nearby residential properties.
- E. New development should, where possible, improve the environment for pedestrians, cyclists and



bus passengers, in particular on routes to Finsbury Park Station and bus stations, including the nearby areas beneath the railway viaducts and the future pedestrian route into Finsbury Park Station via Goodwin Street.

- F. New development should contribute to the achievement of a high density, high quality mixed use environment with uses including retail, commercial, housing, including affordable housing and public and community leisure space. Intensification and redevelopment offers the opportunity for renewed employment floorspace and a new business hub in the area. The provision of affordable accommodation for small and medium size enterprises (SME) within the framework area is also strongly encouraged.

### **Public consultation**

- 3.12 The Finsbury Park Regeneration Board has acted as the steering group during the development of the SPD. This includes Executive and Cabinet Members from Islington, Haringey and Hackney. The board reviewed the consultation draft SPD at its meeting on 7 October 2014 and the proposed draft for adoption on 22 January 2015. Finsbury Park Ward Councillors were briefed on 4 November 2014.
- 3.13 Public consultation took place between Monday 17 November 2014 and Monday 15 December 2014, allowing four weeks for the local community to express their views and feedback on the draft SPD. Comments submitted up to 22 December 2014 have been considered, Three drop-in information sessions were held during the consultation period, attended by around 30 people in total.
- 3.14 Approximately 3,000 information letters were distributed to residents, businesses and stakeholders in the local area. Information about the consultation was posted on the Council's website. Full details are set out in the consultation report at Appendix 1.
- 3.15 The objectives of the public consultation were to:
- give local residents, businesses and stakeholders the opportunity to feedback on the draft SPD and which has informed the final SPD;
  - understand local views on the draft SPD;
  - demonstrate that the Council is being open and transparent; and
  - answer any questions that people may have about the draft SPD.
- 3.16 Twenty three responses were received in total. This response rate was lower than anticipated. For the tri-borough Finsbury Park Town Centre SPD that was consulted on in 2013, 523 responses were received. However, the boundary of the adopted tri-borough SPD and the consultation covered a much larger area, and the Finsbury Park Development Framework SPD builds upon principles already established. Therefore consultees may have felt little need to provide further comments.

### **Feedback from the consultation**

- 3.17 Five main messages emerged from the responses that were received:
- General support for the six key principles of the SPD.
  - General support for the building heights guidance set out in the document. This supports key principle A of the Finsbury Park Development Framework SPD. A small number of comments expressed concerns that the building heights guidance may restrict development activity on certain sites.

- General support for respecting and enhancing the character of the area, including the retention of the former Sir George Robey public house. This broadly supports objective B of the Finsbury Park Development Framework SPD and supports the Council's statement that it wishes to see the building retained and brought back into use at section 2.5.3 of the document. One consultee objected to the SPD's statement on the retention of the building.
- Support for measures that will improve the local environment for cyclists. This supports key principle E of the Finsbury Park Development Framework SPD.
- Concerns relating to the potential impacts of new development in the area, including the impacts of increased population, increased pollution levels and disruption as a result of construction work.

### **Changes to the SPD**

- 3.18 The majority of comments expressed support for the SPD's core objectives and proposals. Therefore there are no changes to the SPD's six key principles.
- 3.19 A small number of changes have been made to the document in response to the comments that were received. A list of the main textual changes is included at Appendix C of Appendix 1.
- 3.20 A number of small textual changes have been made, including clarification of meaning where appropriate.

### **SPD adoption**

- 3.21 Where appropriate, the SPD has been revised to take account of any relevant planning issues raised during public consultation, and is attached at Appendix 2.

## **4. Implications**

### **Financial implications:**

- 4.1 The cost of producing the SPD and consultation costs has been met through existing budgets within the Planning and Development division.

### **Legal Implications:**

- 4.2 The Finsbury Park Development Framework SPD has been prepared in line with the relevant planning regulations. The statutory policy basis for the SPD is Policy CS 2 in the Council's Core Strategy.

The Finsbury Park Development Framework SPD has been subject to consultation in accordance with the Town & Country Planning (Local Planning) (England) Regulations 2012 (as amended). In deciding whether to approve the SPD the Executive must have due and proper regard to the consultation responses and to the revisions to the draft SPD proposed as a result of those responses.

Following adoption, the SPD will assist with the assessment of any future planning applications. However, the SPD will be without any prejudice to any decisions that the Council may take as Local Planning Authority in respect of individual site/s and any future planning applications.

### **Environmental Implications:**

- 4.3 New development within the Finsbury Park Development Framework SPD area will require detailed planning consent and so will have to comply with all policy requirements on sustainability, including, where appropriate submission of a Sustainable Design and Construction Statement, which will include an Energy Assessment.

A Screening Statement to determine the need for a Strategic Environmental Assessment (SEA) has been prepared. The screening has concluded that an SEA does not need to be prepared as the SPD does not introduce new policies but provides guidance on already adopted Local Plans that relate to the regeneration of the Finsbury Park Town Centre. These policies have been sufficiently appraised in the Sustainability Appraisals of the Local Plan documents adopted by the Council. It is considered that the Finsbury Park Development Framework SPD will not result in any additional significant effects to those already identified through the higher level Sustainability Appraisals. The SPD will provide more detailed guidance to ensure that the potential positive effects identified within the Sustainability Appraisal for Islington's Core Strategy, including opportunities for protecting heritage assets and improving design quality, are realised.

#### 4.4 **Resident Impact Assessment:**

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

A full Resident Impact Assessment was completed on 14 November 2014 and is available on request.

The SPD sets out requirements for new developments to meet that may have positive equality impacts relating to improving accessibility, reducing opportunities for crime and anti-social behaviour and encouraging the provision of affordable housing and affordable accommodation for small and medium sized enterprises (SME).

## 5. **Conclusion and reasons for recommendations**

- 5.1 The SPD will be used by the Council to assess planning applications within the SPD area. It will be a material consideration in the determination of any planning application for the area in future years. The public consultation process has enabled local people and other interested parties to engage with and feedback on the planning brief at an early stage.
- 5.2 The SPD has been reviewed against the comments received as part of the public consultation, and, where necessary, amended in the light of any relevant planning concerns raised, whilst continuing to comply with relevant planning policies. Adoption of the SPD will provide greater certainty to both the local community and other interested parties about the nature of development that is likely to be acceptable to the local planning authority.

### **Appendices**

- Appendix 1 – Finsbury Park Development Framework SPD Consultation Report
- Appendix 2 – Finsbury Park Development Framework SPD document

Final report clearance:

**Signed by:**



26.2.15

Executive Member for Housing and Development      Date

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ISLINGTON

## **Consultation Report**

# **Finsbury Park Development Framework Supplementary Planning Document (SPD)**

March 2015



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## 1. Summary

- 1.1 The Finsbury Park Development Framework Supplementary Planning Document (SPD) has been prepared to guide the future regeneration of the area.
- 1.2 Public consultation on the draft SPD took place between Monday 17 November 2014 and Monday 15 December 2014.
- 1.3 23 responses were received in total. Five main messages emerged from the responses that were received:
- General support for the six key principles of the draft SPD.
  - General support for the building heights guidance set out in the document. This supports key principle A of the draft Finsbury Park Development Framework SPD. A small number of comments expressed concerns that the building heights guidance may restrict development activity on certain sites.
  - General support for respecting and enhancing the character of the area, including the retention of the former Sir George Robey public house. This broadly supports objective B of the draft Finsbury Park Development Framework SPD and supports the council's statement that it wishes to see the building retained and brought back into use at section 2.5.3 of the document. One response objected to the draft SPD's statement on the retention of the building.
  - Support for measures that will improve the local environment for cyclists. This supports key principle E of the draft Finsbury Park Development Framework SPD
  - Concerns relating to the potential impacts of new development in the area, including the impacts of increased population, increased pollution levels and disruption as a result of construction work.

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## 2. Background

- 2.1** Finsbury Park Town Centre occupies a unique position at the meeting point of three London boroughs. The excellent and improving public transport connections, the area's growing creative and cultural industries and the strong historic legacy of mid-late Victorian building stock, including the Grade II\* listed former Rainbow Theatre, contribute to the area's unique and vibrant character.
- 2.2** For many years, the town centre's location on the boundary of Islington, Haringey and Hackney has complicated adopting a co-ordinated approach to securing positive change. The first step in working together and overcoming cross-boundary challenges to deliver lasting change came in the form of a tri-borough agreement: the Finsbury Park Accord. One of the Accord's eleven key priorities was the creation of a cross-borough spatial strategy in the form of a Supplementary Planning Document (SPD) to guide the area's future development.
- 2.3** The Finsbury Park Town Centre SPD was prepared and consulted on in 2013, and was adopted by Islington, Haringey and Hackney Councils in summer 2014. The SPD sought to set out a single vision for the regeneration of Finsbury Park Town Centre.
- 2.4** Following the adoption of the document, the council took the decision to prepare further detailed planning guidance for the area directly to the west of Finsbury Park Station. This area is currently the focus of development activity, and the council anticipates that further development proposals will come forward in future years. The intention behind the draft Finsbury Park Development Framework SPD is to provide additional guidance on how the council wishes to see the area developed through the application of its adopted planning policies to secure the highest possible quality of development at a key part of the town centre.
- 3.5** Once adopted, the framework will be used by the council as a material consideration in the determination of planning applications. National, regional and local planning policy may change and any applications will be determined in light of the adopted planning policies at the time a decision on an application is made.
- 2.6** The results of the public consultation will be presented to Islington Council's Executive at its meeting on 12 March 2015. At this meeting the Executive will be asked to adopt the final SPD.



## 3. Methodology

3.1 Public consultation on the draft SPD took place between Monday 17 November 2014 and Monday 15 December 2014. Comments submitted up to 22 December 2014 have been considered. Three consultation events were held during this period.

Tuesday 25 November 2014	3pm – 6pm	John Jones Arts building, Morris Place, London, N4 3JG
Thursday 4 December 2014	5pm – 8pm	FinSpace, 225-229 Seven Sisters Road, London, N4 2DA
Saturday 6 December 2014	11am – 2pm	John Jones Arts building, Morris Place, London, N4 3JG

3.2 Approximately 3,000 information letters were distributed to residents, businesses and stakeholders in the catchment area shown in Appendix D.

3.3 The letter included:

- an explanation of the purpose of the consultation and the Council's aspirations for the area;
- a plan showing the SPD area;
- details of where to find the draft SPD on the council's website;
- details of how to request a hard copy of the document;
- an invitation to the drop-in information sessions;
- details of a link to an online survey;
- information on what will happen once the public consultation period has finished, including approximate timescales;
- a request for comments and concerns about the draft SPD (responses by freepost address or by email); and
- a note stating that the council will report the outcome of the consultation on its website soon after the consultation has been completed.

3.4 Information about the consultation was posted on the council's Finsbury Park Town Centre webpage ([www.islington.gov.uk/finsburypark](http://www.islington.gov.uk/finsburypark)) included:

- details of how to view the SPD at the borough's ten libraries and how to request a hard copy of the document;
- details of the drop-in information sessions;
- information on what would happen once the public consultation period finished;
- a request for comments and concerns about the draft SPD; and
- a note that we will post the consultation report on the website after consultation.

## 4. Response to public consultation

4.1 There was a significant degree of online interest during the consultation period. Between 17 November 2014 and 15 December 2014 there were 1,290 visits to the project webpage. These visitors spent an average of two minutes and seven seconds on the webpage. As part of the council's Twitter campaign on the consultation, 338 users followed links from tweets to access the project webpage. The council's tweets relating to the consultation were retweeted 44 times, meaning that around 227,000 people may have seen messages relating to the consultation.

4.2 Thirty people attended the three drop-in information sessions, and 23 responses were received in total.

4.3 This response rate was lower than anticipated. For the tri-borough Finsbury Park Town Centre SPD that was consulted on in 2013, 523 responses were received. However, the boundary of the adopted tri-borough SPD and the consultation covered a much larger area and the draft Finsbury Park Development Framework SPD built upon principles already established. Therefore consultees may have felt little need to provide further comments.

4.4 The responses are set out in full in Appendix A. The breakdown of these responses is as follows:

- 9 responses were submitted through the online survey;
- 3 responses were emailed directly to the project team;
- 10 responses were submitted by stakeholders; and
- 1 response was from a politician.

4.5 The post code analysis set out at 5.2 has been derived solely from the nine responses that were submitted through the online survey. The data indicates that out of these nine responses, the majority were submitted by respondents that live within the postcode zone covering the draft Finsbury Park Development Framework SPD area.

4.6 One representation was received from a politician, and the remaining responses were from the following stakeholder groups:

- Highways Agency
- English Heritage
- Environment Agency
  
- London Borough of Haringey
  
- Marine Management Organisation
- Transport for London
- The Theatre's Trust
- Metropolitan Police Service (Designing Out Crime)
  
- Collins and Coward on behalf of the owner of the former Sir George Robey

4.7 Five main messages have emerged from the responses that were received. These include:

- General support for the six key principles of the draft SPD.
- General support for the building heights guidance set out in the document. This

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supports key principle A of the draft Finsbury Park Development Framework SPD. A small number of comments expressed concerns that the building heights guidance may restrict development activity on certain sites.

- General support for respecting and enhancing the character of the area, including the retention of the former Sir George Robey public house. This broadly supports objective B of the draft Finsbury Park Development Framework SPD and supports the council's statement that it wishes to see the building retained and brought back into use at section 2.5.3 of the document. One response objected to the draft SPD's statement on the retention of the building.
- Support for measures that will improve the local environment for cyclists. This supports key principle E of the draft Finsbury Park Development Framework SPD
- Concerns relating to the potential impacts of new development in the area, including the impacts of increased population, increased pollution levels and disruption as a result of construction work.

**4.8** Appendix A lists all comments received on the draft SPD. Appendix B sets out the council's response to each of the comments.

## 5. Profile of respondents

5.1 Respondents to the online survey were asked to specify if they live or work in the local area and their post code, along with other demographic information. Out of the overall 23 responses received, nine online responses were received. Therefore, the information set out below only represents data for nine of the 23 responses that were received, a very small sample.

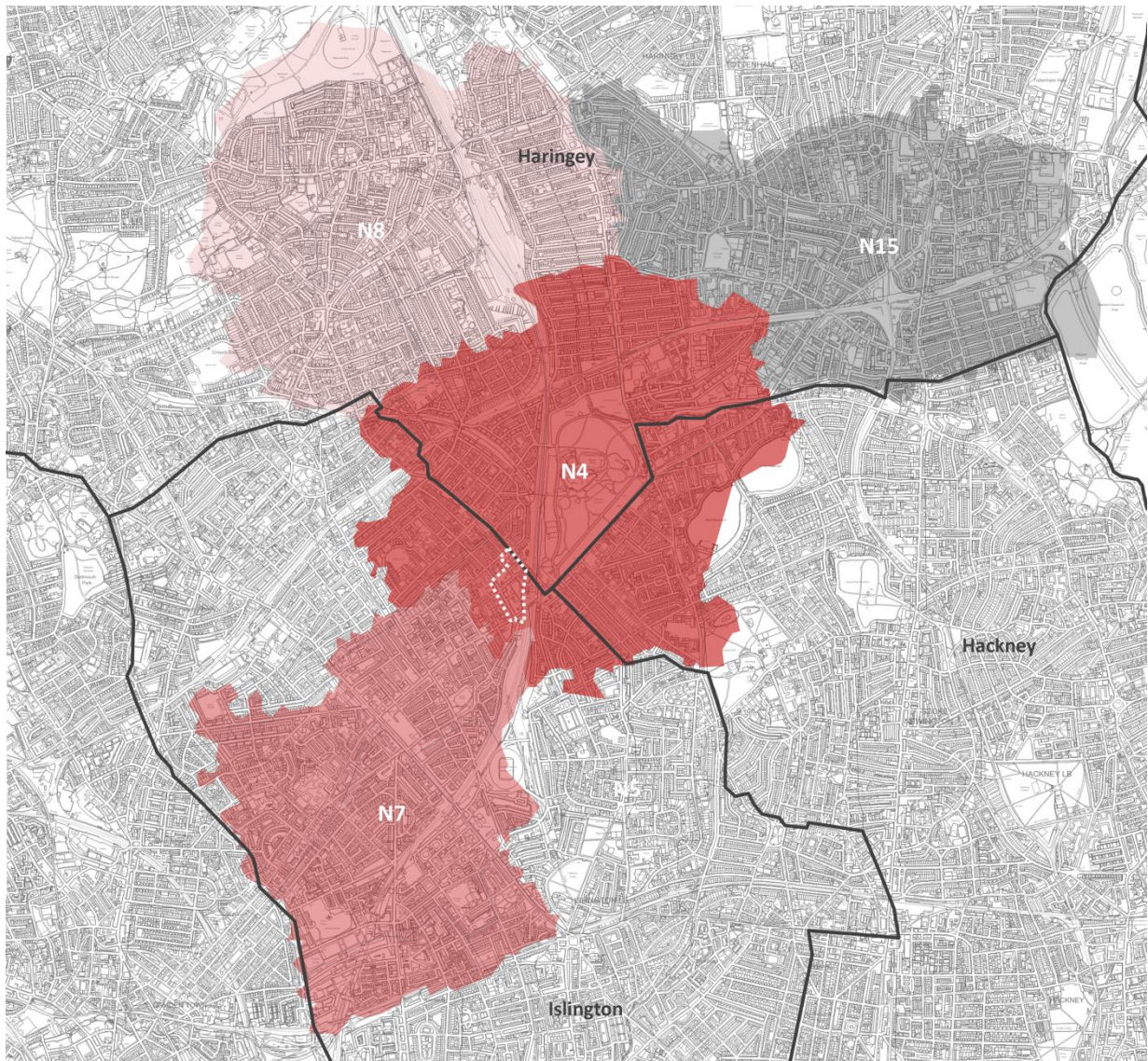
	Number of respondents
<b>Post code analysis</b>	
N4	4
N7	3
N8	1
N15	1
No data	14
<b>Live/work in the area</b>	
Live	4
Work	0
Both	2
Neither	3
No data	14
<b>Age profile</b>	
Under 16	0
16-24	0
25-44	4
45-60	4
60+	1
No data	14
<b>Gender profile</b>	
Male	4
Female	5
Transgender	0
No data	14
<b>Ethnic profile</b>	
White	8
Black	0
Asian	1
Other	0
No data	14

5.2 The post code data has been used to map out the post code zones with the highest number of responses. Borough and ward boundaries straddle post code zones, which can be seen on the plan below.



5.3

The Finsbury Park Development Framework SPD boundary is shown as a white dotted line on the plan below. The data from the nine online responses indicates that the majority of responses were submitted by respondents that live within the postcode zone that covers the draft Finsbury Park Development Framework SPD area, the N4 zone.



## 6. Overview of comments received

6.1 A total of 63 comments were made on the draft SPD by 23 respondents. These comments cover 57 different issues. All 57 issues are listed in Appendix A.

6.2 During analysis of the responses, 14 categories and areas of comment emerged, with the most commented on categories being development issues, building heights, traffic and transport, Finsbury Park Station and the potential related impacts of the proposals. The 14 categories are listed at Appendix A in order of the number of comments received, with the category with the highest number of comments made listed first.

6.3 The 14 categories in order of the number responses received are:

Rank	Issue	Total comments	% of overall total
1	Development issues	7	11%
1	Building heights	7	11%
1	Traffic and transport	7	11%
1	Finsbury Park Station	7	11%
1	Related impacts of proposals	7	11%
2	Land use	6	10%
3	Former Sir George Robey	5	8%
4	General support	3	5%
4	Cycling	3	5%
4	Heritage	3	5%
4	Crime and safety	3	5%
5	Amenity	2	3%
5	Local environment	2	3%
6	Design quality	1	2%

6.4 The list of comments set out at Appendix A includes a breakdown of responses from the general public, politicians and stakeholders, which are shown alongside the overall number of responses per comment. The council's response to the comments on the draft SPD is set out within Appendix B of this report.

## Appendix A

### List of responses received

#### A.1 Development issues (7 comments, 11% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			1.1	Comment that any new development should not encourage the use of private cars.
1	1			1.2	Comment on the poor environmental quality of the Seven Sisters Road corridor.
1	1			1.3	Suggestion that the area should be identified for high density development in line with London Plan policies in terms of meeting borough and London wide housing targets, and that the proposed building heights are too conservative.
1	1			1.4	Comment that the approach to regeneration in the area is piecemeal.
1	1			1.5	Comment that the pace of change in the area is too slow.
1		1		1.6	Support for the adopted allocation for site identified as Site C (Morris Place/Wells Terrace) in the Islington Site Allocations DPD.
1		1		1.7	Support for the emerging cultural hub centred around Clifton Terrace and Morris Place.

#### A.2 Building heights (7 comments, 1% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
2	1	1		2.1	Support for objective A: guidance on building heights.
1	1			2.2	Concern regarding the restrictions on building heights that the document sets out.
1	1			2.3	Comment that the SPD should make stronger commitment to keeping building heights low.
1		1		2.4	Support for the aspirations of the Zone 2 building heights guidance as shown on Figure 4.1.
1		1		2.5	Support for the principle of new development significantly stepping down in height from the two twenty-one storey towers of the City North scheme.
1			1	2.6	Comment that any new tall buildings will destroy the character of the area irrevocably.

### A.3 Traffic and transport (7 comments, 11% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			3.1	Request for measures to reduce traffic volumes on Seven Sisters Road.
1		1		3.2	Suggestion for Section 4 of the SPD to include the provision of taxi ranks and set down areas.
1		1		3.3	Request for TfL to be consulted on all future development proposals that may affect the transport network and/or infrastructure.
1		1		3.4	Request for a reference to the 'Accessible bus stop design guidance 2006' to be added to section 3.8 of the draft SPD.
1		1		3.5	Request for a reference to coach set down and pick up facilities at coach traffic generating venues to be included where appropriate.
1		1		3.6	Request for Legible London wayfinding signage to be supported where appropriate.
1		1		3.7	Request for a reference to be added to Section 4 of the document acknowledging that any works to the Transport for London Road Network (TLRN) can only be undertaken in consultation and with the approval of TfL.

### A.4 Finsbury Park Station (7 comments, 11% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			4.1	Suggestion that the SPD should make greater reference to the need for step-free access at the station.
1	1			4.2	Concern that new western entrance may render Seven Sisters Road entrance redundant.
1	1			4.3	Does not support further improvements to Finsbury Park Station.
1		1		4.4	Request for reference to the Wells Terrace entrance closure at section 6.3.2 of the draft SPD to be changed to 'April 2015'.
1		1		4.5	Request for any future design work for Finsbury Park Station to seek opportunities for wider improvements.
1		1		4.6	Request for section 3.6.2 of the draft SPD to be amended to clarify that the tunnels within Finsbury Park Station are not a public right of way.
1			1	4.7	Support for changes to Finsbury Park Station.



### A.5 Related impacts of proposals (7 comments, 11% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			5.1	Concern relating to impacts of the City North scheme, specifically relating to loss of greenery.
1	1			5.2	Does not support any increase in population due to current levels and impacts on the park itself.
1	1			5.3	Concerns regarding pollution levels.
1	1			5.4	Concern that new development will impose further community division.
1		1		5.5	Reference to the significant increase in the number of residents, students, commuters and visitors to the Finsbury Park area.
1			1	5.6	Concerns regarding the disruption caused to local residents from new developments.
1			1	5.7	Comment that social infrastructure needs as a result of increased population should be considered.

### A.6 Land use (6 comments, 10% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			6.1	Comment that the document fails to acknowledge rising demand for housing and other land uses.
1	1			6.2	Comment on negative effect of betting shops, slot machines, pawn brokers and pound shops.
1	1			6.3	Support for any improvements to retail corridors: Seven Sisters Road, Fonthill Road.
1			1	6.4	Support for new arts facilities in the context of attracting visitors and contributing to local economy.
1			1	6.5	Support for key principle D: frontages on Wells Terrace and Goodwin Street being retained for active uses.
1			1	6.6	Comment that Fonthill Road may benefit from a more diverse mix of uses to improve its character during the evenings.

**A.7 Former Sir George Robey** (5 comments, 8% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			7.1	Request for the former Sir George Robey to be returned to pub use and to contribute to growing cultural offer in area.
1		1		7.2	Request for council's position for the former Sir George Robey to be retained to be updated in light of the consent for demolition of the building.
1		1		7.3	Suggestion for the former Sir George Robey to be considered a development site in light of the consent for demolition.
1		1		7.4	Suggestion for the former Sir George Robey to be removed from the zone 3 building heights designation.
1			1	7.5	Support for principle of the former Sir George Robey being brought back into use.

**A.8 General support** (3 comments, 5% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
3	1	1	1	8.1	General support for the broad objectives of the SPD.

**A.9 Cycling** (3 comments, 5% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
2	2			9.1	Support for key principle E: improving the environment for cyclists.
1	1			9.2	Suggestion that the council explores the potential for a contraflow cycle facility on Lennox Road.

**A.10 Heritage** (3 comments, 5% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
2		1	1	10.1	Support for key principle B: respecting and enhancing character of the area.
1		1		10.2	Comment that the document should refer to Islington's Stroud Green Conservation Area, Haringey Stroud Green Conservation area and Grade II listed Finsbury Park.

**A.11 Crime and safety** (3 comments, 5% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			11.1	Suggestion that more should be done to tackle fear of crime in area.
1	1			11.2	Support for improvements to the viaducts at Seven Sisters Road and Stroud Green Road (lighting etc.). Support for key principle E - improving beneath bridges.
1		1		11.3	Comment that crime figures reveal high levels of anti-social behaviour, violence, personal theft, property crime and robbery in the area.

**A.12 Amenity** (2 comments, 3% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1		1		12.1	Request for references to be added to section 4.5 of the draft SPD relating to the need to support the ongoing operation of existing cultural venues (whose operations may cause noise and vibration), and noting that development proposals for new development (particularly residential development) in close proximity to cultural venues should be designed to fully mitigate any potential conflicts in the first instance.
1			1	12.2	Support for key principle C: ensuring amenity for residential development.

**A.13 Local environment** (2 comments, 3% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			13.1	Comment that the draft SPD should more directly acknowledge role of trees in enhancing area and environmental benefits.
1	1			13.2	Suggestion for the draft SPD to set out areas where new street trees may be planted.

**A.14 Design quality** (1 comment, 2% of the total comments received)

Total responses	Response breakdown			Ref	Comment
	General	Stakeholder	Politician		
1	1			14.1	Support for key principle D: high quality design.

## Appendix B

### Analysis of responses

1. Development issues	Ref	Comment	Response	Change to SPD
	1.1	Comment that any new development should not encourage the use of private cars.	All new development in Islington must be 'car free', as set out within Core Strategy Policy CS10 (Sustainable development), Part H and Development Management Policy DM8.5 (Vehicle parking), Part A (Residential parking).	None.
	1.2	Comment on the poor environmental quality of Seven Sisters Road corridor.	Noted.	None.
	1.3	Suggestion that the area should be identified for high density development in line with London Plan policies in terms of meeting borough and London wide housing targets, and that the proposed building heights are too conservative.	The draft SPD includes various references to the opportunity for intensification and high density development in the area. Section 2.3.2 of the draft SPD sets out Core Strategy Policy CS 2 (Finsbury Park), Part B of which refers to the council's aspiration for low-density employment sites around Finsbury Park Station to be redeveloped for mixed-use development. The policy also provides that the loss of some storage and distribution space in the area may be acceptable if re-provided by the intensified use of surrounding sites, which can provide between 500 - 700 housing units. Key principle F of the draft SPD (set out at section 1.4.6) includes a reference to the opportunity for high density new development and the intensification of sites to achieve a high quality mixed-use environment. However, any proposals for new development in the area should consider the guidance on building heights as set out at section 4.3 of the draft SPD.	Section 4.3.7 of the draft SPD will be updated to include a reference to Part E of Core Strategy Policy CS9 (Protecting and enhancing Islington's built and historic environment) on high density development and high quality design.
	1.4	Comment that the approach to regeneration in the area is piecemeal.	The adoption of the tri-borough Finsbury Park Town Centre SPD in 2014 and the preparation of the draft Finsbury Park Development Framework SPD indicates that the council is committed to ensuring that new development in the area comes forward in the context of a clearly defined spatial framework.	None.

	1.5	Comment that the pace of change in the area is too slow.	Noted.	None.
	1.6	Support for the adopted allocation for site identified as Site C (Morris Place/Wells Terrace) in the Islington Site Allocations DPD.	Noted.	None.
	1.7	Support for the emerging cultural hub centred around Clifton Terrace and Morris Place.	Noted.	None.
2. Building heights	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	2.1	Support for key principle A: guidance on building heights	Noted.	None.
	2.2.	Concern regarding the restrictions on building heights that the document sets out.	The draft SPD's guidance on appropriate building heights has been informed by Islington Council's adopted planning policies.	None.
	2.3	Comment that the SPD should make stronger commitment to keeping building heights low.	The draft SPD's guidance on appropriate building heights has been informed by Islington Council's adopted planning policies. The guidance provides an interpretation of Parts A and E of Core Strategy Policy CS 9 (Protecting and enhancing Islington's built and historic environment) and parts A (vii) and C of Development Management Policy DM2.1 (Design) on building heights. The council's interpretation of these adopted policies is shown in spatial form in Figure 4.1 of the draft SPD.	None.
	2.4	Support for the aspirations of the Zone 2 building heights guidance as shown on Figure 4.1.	Noted.	None.
	2.5	Support for the principle of new development significantly stepping down in height from the two twenty-one storey	Noted.	None.

		towers of the City North scheme.		
	2.6	Comment that any new tall buildings will destroy the character of the area irrevocably.	Noted.	None.
3. Traffic and transport	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	3.1.	Request for measures to reduce traffic volumes on Seven Sisters Road.	This issue will be considered as part of a transport study that is currently underway, which is exploring opportunities for improvements to the local transport network and public realm.	None.
	3.2	Suggestion for Section 4 of the SPD to include the provision of taxi ranks and set down areas.	This comment refers to an area that lies outside of the draft Finsbury Park Development Framework SPD area.	None.
	3.3	Request for TfL to be consulted on all future development proposals that may affect the transport network and/or infrastructure.	As usual, any proposals for changes to the local transport network will be taken forward in discussion with the relevant transport operators.	None.
	3.4	Request for a reference to the 'Accessible bus stop design guidance 2006' to be added to section 3.8 of the draft SPD.	Section 3.8 of the SPD is largely descriptive and a policy reference in this location would not be appropriate.	None.
	3.5	Request for a reference to coach set down and pick up facilities at coach traffic generating venues to be included where appropriate.	Coach parking facilities will be addressed on an application by application basis.	None.
	3.6	Request for Legible London wayfinding signage to be supported where appropriate.	Islington Council has developed its own style of wayfinding that has been rolled-out across the borough.	None.

	<b>3.7</b>	Request for a reference to be added to Section 4 of the document acknowledging that any works to the Transport for London Road Network (TLRN) can only be undertaken in consultation and with the approval of TfL.	Noted. As usual, any proposals for changes to the local transport network will be taken forward in discussion with the relevant transport operators.	Appendix 1 of the draft SPD to be updated to include an acknowledgment that any proposals for changes to the local transport network will be taken forward in discussion with Transport for London.
<b>4. Finsbury Park Station</b>	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	<b>4.1</b>	Suggestion that the SPD should make greater reference to the need for step-free access at the station.	Transport for London has confirmed that Finsbury Park Station will become step-free as part of the wider improvements that will see the creation of a new western station entrance.	None.
	<b>4.2</b>	Concern that new western entrance may render Seven Sisters Road entrance redundant.	Noted.	None.
	<b>4.3</b>	Does not support further improvements to Finsbury Park Station	Islington Council has been lobbying Transport for London (TfL) for a number of years to secure improvements at Finsbury Park Station. Within the next two and a half years, TfL will complete works that will see the opening of a new western ticket hall and step-free access at Finsbury Park Station.	None.
	<b>4.4</b>	Request for reference to the Wells Terrace entrance closure at section 6.3.2 of the draft SPD to be changed to 'April 2015'.	Noted.	Section 6.3.2 of the draft SPD to be updated.
	<b>4.5</b>	Request for any future design work for Finsbury Park Station to seek opportunities for	Noted.	None.



		wider improvements.		
	4.6	Request for section 3.6.2 of the draft SPD to be amended to clarify that the tunnels within Finsbury Park Station are not a public right of way.	Noted.	Section 3.6.2 of the draft SPD will be updated to clarify that the tunnels within Finsbury Park Station are not a public right of way.
	4.7	Support for changes to Finsbury Park Station.	Noted.	None.
5. Related impacts of proposals	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	5.1	Concern relating to impacts of the City North scheme, specifically relating to loss of greenery.	The City North site was formerly in industrial use. The consented development proposals for the site include soft landscaping and tree planting, and will also provide new public space in the form a new route through the site between Goodwin Street and Wells Terrace, connecting these two areas and providing direct links to the new western ticket hall.	None.
	5.2	Does not support any increase in population due to current levels and impacts on the park itself.	Part B of Core Strategy Policy CS2 (Finsbury Park) sets out the council's aspiration to see 500 - 700 new homes come forward in the area. This is part of the council's commitment to meeting the borough housing target that is set out in Section 3.3 of the Core Strategy.	None.
	5.3	Concerns regarding pollution levels.	Islington Council commissioned an air quality source apportionment study in 2014 as part of the Islington Air Quality Strategy 2014-17. The study shows modelled concentrations of pollution levels across the borough, and indicates that in Finsbury Park car use is the main source of pollution. Islington's car free policy for new homes is one way of reducing a future increase in pollution levels as a result of private car use. Any proposals for new development in the area must align with the Mayor of London's Air Quality Neutral policy (2014) and be in line with Islington's adopted planning policies, including Development Management Policy DM6.1	None.

		(Healthy development) Part E, which requires new development in locations of poor air quality to be designed to mitigate potential impacts.		
	5.4	Concern that new development will impose further community division.	A number of elements are out of the control of the council, such as private property prices and rents. However, in line with Core Strategy Policy CS 12 Part G, any development proposal for housing will be required to include the maximum reasonable amount of affordable home, ensuring that the housing needs of a broad range of the community are met.	None.
	5.5	Reference to the significant increase in the number of residents, students, commuters and visitors to the Finsbury Park area.	Noted.	None.
	5.6	Concerns regarding the disruption caused to local residents from new developments.	Where appropriate, new development in the area will be required to adhere to the guidelines set out within the Code for Sustainable Homes and Code of Construction Practice.	None.
	5.7	Comment that social infrastructure needs as a result of increased population should be considered.	When preparing strategic plans such as Core Strategies and Local Plans, the council liaises with social infrastructure providers to identify any potential major impacts at a high level. Councils engage with service providers to consider and plan for emerging and future needs.	None.
6. Land use	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	6.1	Comment that the document fails to acknowledge rising demand for housing and other land uses.	The draft SPD at various sections references the council's aspirations for new housing and mixed-use development in the area. Section 2.3.2 of the draft SPD refers to Core Strategy policy CS2 (Finsbury Park) part B, which sets out the council's aim for up to 700 new homes in the area. Key principle F sets out the council's aspiration to see high-density mixed-use development come forward in the area.	None.

	<b>6.2</b>	Comment on negative effect of betting shops, slot machines, pawn brokers and pound shops.	Islington Council is in the process of preparing an SPD that sets out an approach to controlling the concentration of certain uses, including betting shops and money lenders, in the area. This will be consulted on in Spring 2014.	Add reference to the draft SPD.
	<b>6.3</b>	Support for any improvements to retail corridors: Seven Sisters Road, Fonthill Road.	Noted.	None.
	<b>6.4</b>	Support for new arts facilities in the context of attracting visitors and contributing to local economy.	Noted.	None.
	<b>6.5</b>	Support for key principle D: frontages on Wells Terrace and Goodwin Street being retained for active uses.	Noted.	None.
	<b>6.6</b>	Comment that Fonthill Road may benefit from a more diverse mix of uses to improve its character during the evenings.	Fonthill Road is designated as a primary retail frontage as stated at section 4.8.8 of the draft SPD. The Development Management Policies set out guidance on how these areas should be treated. Policy DM4.5 (Primary and Secondary Frontages) seeks to ensure that retail uses will not fall below 60% within primary frontages and seeks to ensure that there are no more than one non-retail units on a continuous retail frontage. Whilst there may be scope for other uses on Fonthill Road, the requirements of Development Management Policy DM4.5 (Primary and secondary frontages) Part A must be met.	None.
	<b>7.1 Former Sir George Robey</b>	<b>Ref</b>	<b>Comment</b>	<b>Response</b>
<b>7.1</b>		Request for the former Sir George Robey to be returned to pub use and to contribute to growing cultural offer in area.	The principle of the building's demolition was established by the Planning Inspectorate (not Islington Council) at appeal. Despite the consent of a prior approval application regarding the method of the building's demolition, the council wishes to see the building retained.	None.

	7.2	Request for council's position for the former Sir George Robey to be retained to be updated in light of the consent for demolition of the building.	The principle of the building's demolition was established by the Planning Inspectorate (not Islington Council) at appeal. Despite the consent of a prior approval application regarding the method of the building's demolition, the council wishes to see the building retained.	None.
	7.3	Suggestion for the former Sir George Robey to be considered a development site in light of the consent for demolition.	The principle of the building's demolition was established by the Planning Inspectorate (not Islington Council) at appeal. Despite the consent of a prior approval application regarding the method of the building's demolition, the council wishes to see the building retained.	None.
	7.4	Suggestion for the former Sir George Robey to be removed from the zone 3 building heights designation.	As set out at section 4.3.4 of the draft SPD, new development within the area identified as Zone 3 in Figure 4.1 is required to step down in height from development in Zone 2 and sit comfortably in context to existing nearby buildings. As set out at section 4.3.5 of the draft SPD, the acceptable height of new buildings and extensions to existing buildings will be agreed on a site specific basis and will depend on the design, treatment of roofs and the layout of development proposals in relation to the surrounding townscape context.	None.
	7.5	Support for principle of the former Sir George Robey being brought back into use.	The principle of the building's demolition was established by the Planning Inspectorate (not Islington Council) at appeal. Despite the consent of a prior approval application regarding the method of the building's demolition, the council wishes to see the building retained.	None.
8.1 General support	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	8.1	General support for the broad objectives of the SPD.	Noted.	None.
9. Cycling	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	9.1	Support for key principle E: improving the environment for cyclists	Noted.	None.
	9.2	Suggestion that the council explores the potential for a	This issue will be considered as part of a transport study that is currently underway, which is exploring opportunities for	None.

		contraflow cycle facility on Lennox Road.	improvements to the local transport network and public realm.	
10. Heritage	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	10.1	Support for key principle B: respecting and enhancing character of the area.	Noted.	None
	10.2	Comment that the document should refer to Islington's Stroud Green Conservation Area, Haringey Stroud Green Conservation area and Grade II listed Finsbury Park.	Noted.	Section 3.5 of the draft SPD will be updated to include references to the conservation areas and the listing of Finsbury Park.
11. Crime and safety	<b>Ref</b>	<b>Comment</b>	<b>Response</b>	<b>Change to SPD</b>
	11.1	Suggestion that more should be done to tackle fear of crime in area.	Cross-borough police meetings have been taking place since October 2013. The group was established to ensure a co-ordinated approach to reviewing and managing anti-social behaviour and crime issues in the town centre. In summer 2014 Islington officers conducted an operation that aimed to tackle anti-social behaviour on Seven Sisters Road.	None.
	11.2	Support for improvements to the viaducts at Seven Sisters Road and Stroud Green Road (lighting etc.). Support for key principle E - improving beneath bridges.	Noted.	None.
	11.3	Comment that crime figures reveal high levels of anti-social behaviour, violence, personal theft, property crime and robbery in the area.	Noted.	None.

	Ref	Comment	Response	Change to SPD
12. Amenity	12.1	Request for references to be added to section 4.5 of the draft SPD relating to the need to support the ongoing operation of existing cultural venues (whose operations may cause noise and vibration), and noting that development proposals for new development (particularly residential development) in close proximity to cultural venues should be designed to fully mitigate any potential conflicts in the first instance.	<p>The council recognises the importance of amenity issues. Section 4.5 of the draft SPD lists planning policies that refer to amenity considerations, including noise and vibration issues from both infrastructure (such as roads and railways) and neighbouring development.</p> <p>The council supports Finsbury Park's emerging cultural quarter, which includes the Park Theatre and the John Jones Arts Building as described at Section 3.2 and shown in Figure 4.1 of the draft SPD.</p> <p>A reference will be added to section 4.5 of the document acknowledging that the operations and viability of existing and future cultural facilities should not be compromised by future neighbouring uses.</p>	A reference to the amenity issues specifically relating to cultural venues will be added to section 4.5 of the draft SPD, which addresses amenity considerations.
	12.2	Support for key principle C: ensuring amenity for residential development.	Noted.	None.
13. Local environment	Ref	Comment	Response	Change to SPD
	13.1	Comment that the draft SPD should more directly acknowledge role of trees in enhancing area and environmental benefits.	References to Core Strategy and Development Management policies referring to open space and green infrastructure will be added to section 4 of the SPD.	Key policies on open space and green infrastructure to be added to section 4 of the SPD.
	13.2	Suggestion for the draft SPD to set out areas where new street trees may be planted.	This will be managed through Islington's tree planting programme.	None.
14. Design quality	Ref	Comment	Response	Change to SPD
	14.1	Support for key principle D: high quality design	Noted.	None.

## Appendix C

### List of text changes

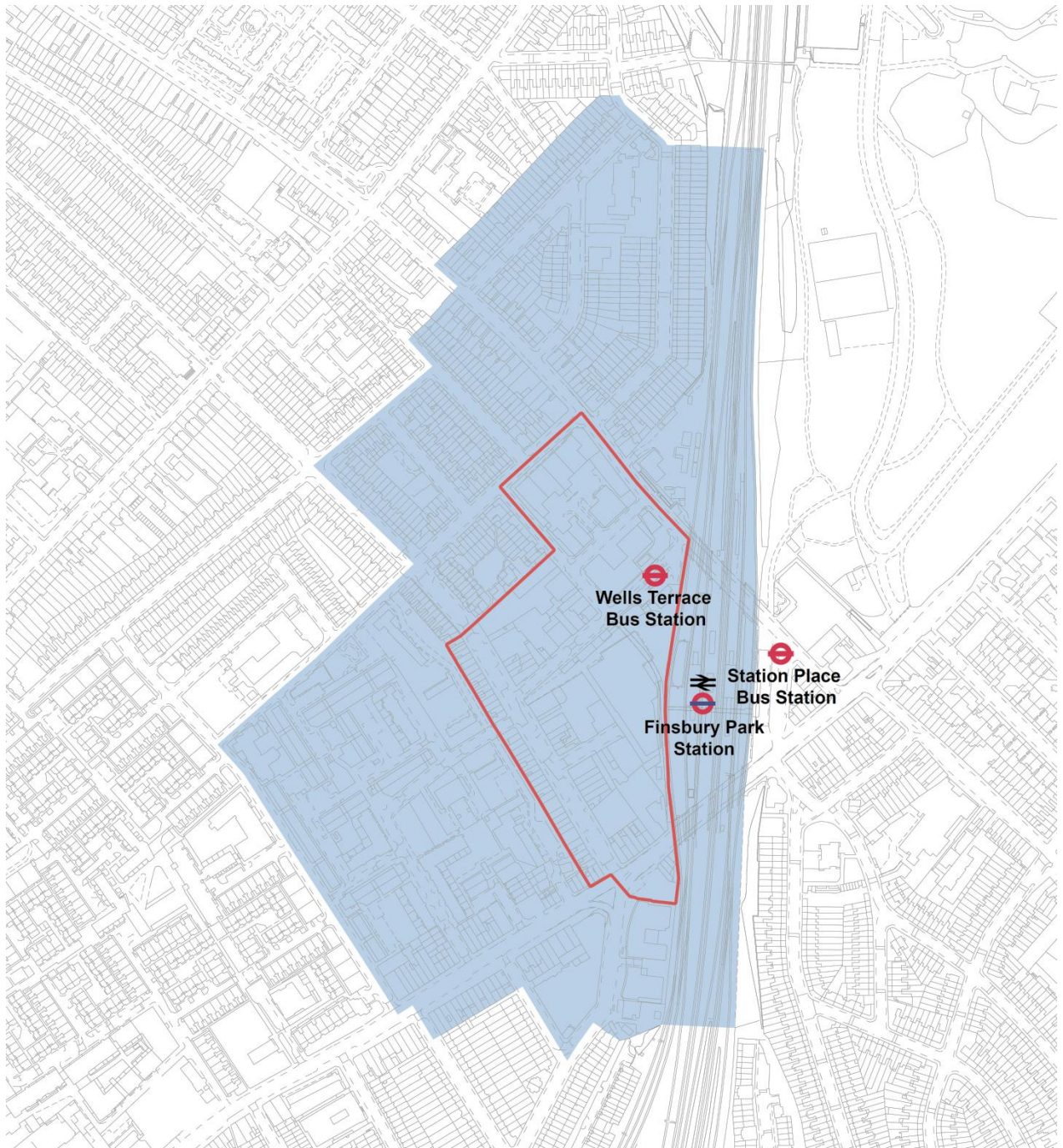
SPD reference	Description of issue/change	Suggested text amendments to the SPD Additional text shown as <b>blue bold</b> Deleted text shown as <del>strikethrough text</del>
A1.2.2 (new paragraph)	A reference has been added to acknowledge that any works to the Transport for London Road Network (TLRN) can only be undertaken in consultation and with the approval of Transport for London.	<b>Any works to the Transport for London Road Network (TLRN) can only be undertaken in consultation and with the approval of Transport for London.</b>
2.2.2	Timescales referring to the Location and concentration of uses SPD has been updated.	'emerging SPDs such as the Location and Concentration of uses SPD <b>(to be consulted on in Spring 2015)</b> and...'
4.5.2 (new paragraph)	A new paragraph has been added to refer to amenity issues relating to cultural venues.	<b>The operations and viability of existing and future cultural facilities should not be compromised by future neighbouring uses.</b>
3.5.5 (new paragraph)	A new paragraph has been added to refer to the surrounding heritage context.	<b>A number of conservation areas are located outside of the framework area. The Tollington and Stroud Green Conservation Areas in Islington and the Stroud Green Conservation area in Haringey are all located to the north of the framework area. The Grade II listed Finsbury park lies to the east of the framework area.</b>
3.6.2	A reference has been added to clarify that the tunnels in Finsbury Park Station are not public rights of way and to update the planned date of close of the Wells Terrace entrance.	The closure of the Wells Terrace station entrance in <del>November 2014</del> <b>April 2015</b> will remove this opportunity, preventing north-south and east-west pedestrian routes through the station. <b>However, the tunnels are not public rights of way.</b>
4.3.7	Reference added to Part E of Core Strategy Policy CS9 (Protecting and enhancing Islington's built and	<b>Core Strategy Policy CS 9 Part E refers to the fact that 'high densities can be achieved through high quality design without the need for tall buildings', so whilst tall buildings are not</b>

	historic environment) on high density development and high quality design.	<b>appropriate, new development should still contribute to achieving high density mixed-use development.</b>
4.6.12 (new paragraph)	References to a number of the council's sustainable design policies have been added.	<b>In line with Islington Core Strategy Policy CS 15 (Open Space and Green Infrastructure), development proposals must consider Islington's aspiration to create a greener borough, which includes the protection of trees. Further detail on this policy is provided within Islington's Development Management Policies DPD Policy DM6.2 (New and improved public open spaces) and Policy DM6.3 (Protecting open space) and DM6.5 (Landscaping, trees and biodiversity).</b>



## Appendix D

### SPD boundary and leaflet distribution catchment area



Finsbury Park Development Framework SPD area



Finsbury Park Development Framework SPD consultation catchment area



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ISLINGTON

**Finsbury Park  
Development Framework  
Supplementary Planning Document**

March 2015



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# 1. Introduction

## 1.1. Background

- 1.1.1 Finsbury Park Town Centre occupies a unique position at the meeting point of three London boroughs. The excellent and improving public transport connections, the area's growing creative and cultural industries and the strong historic legacy of mid-late Victorian building stock, including the Grade II\* listed former Rainbow Theatre, contribute to the area's unique and vibrant character.
- 1.1.2 For many years, the town centre's location on the boundary of Islington, Haringey and Hackney has complicated the adoption of a co-ordinated approach to securing positive change. The first step in working together and overcoming cross-boundary challenges to deliver lasting change came in the form of a tri-borough agreement: the Finsbury Park Accord. In June 2012 Islington, Haringey and Hackney Councils signed the Accord to establish the terms of cross-borough delivery of strategic policy, planning and public services in the Finsbury Park area. One of the Accord's eleven key priorities was the creation of a cross-borough spatial strategy in the form of a Supplementary Planning Document (SPD) to guide the area's future development.
- 1.1.3 The Finsbury Park Town Centre SPD was prepared in 2013, and was adopted by Islington, Haringey and Hackney Councils in summer 2014. The SPD sought to set out a single vision for the regeneration of Finsbury Park Town Centre, parts of which fall within Islington, Haringey and Hackney.
- 1.1.4 Following the adoption of the document, Islington Council has taken the decision to prepare further detailed planning guidance for the area to the west of Finsbury Park Station. This area is currently the focus of development activity, and the council anticipates that further development proposals will come forward in future years. The intention behind the Finsbury Park Development Framework SPD is to provide additional guidance on how the council wishes to see the area developed through the application of its adopted planning policies to secure the highest possible quality of development.

## 1.2. Purpose of the Finsbury Park Development Framework SPD

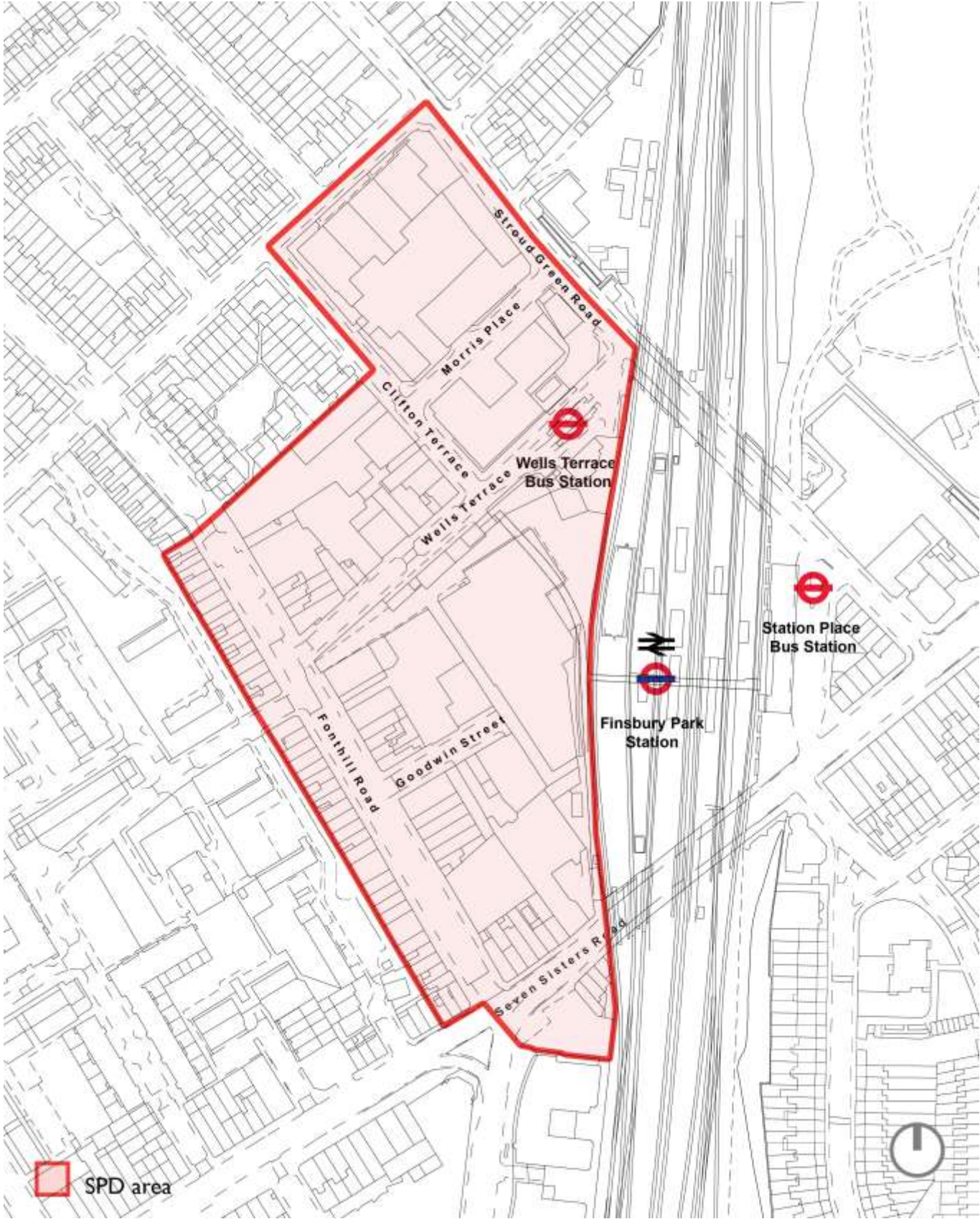
- 1.2.1. The purpose of the Finsbury Park Development Framework SPD is to provide a further layer of detail to the broad development objectives that are outlined within the adopted Finsbury Park Town Centre SPD for the area directly to the west of Finsbury Park Station. It also provides prospective applicants with guidance that will assist them in bringing forward development proposals within a clearly defined spatial framework set by the council.
- 1.2.2. The framework considers and discusses a number of extant planning consents within the area. These consents were determined on a site-by-site basis, mostly against now outdated and superseded policies, and were not informed by a comprehensive vision or framework for the area. They may or may not be implemented, (although two major developments are currently underway), and are not accepted as precedents for the acceptability of further similar development in the future.

- 1.2.3. The framework will be used by the council as a material consideration in the determination of planning applications. National, regional and local planning policy may change and any applications will be determined in light of the adopted planning policies at the time a decision on an application is made.
- 1.2.4. The boundary of the draft Finsbury Park Development Framework SPD is shown in Figure 1.1.
- 1.2.5. A period of public consultation on the draft SPD took place over a six-week period between 17 November 2014 and 15 December 2014. This SPD takes account of comments submitted during this period of consultation.

### **1.3. The council's role**

Islington Council is the Local Planning Authority with responsibility for determining all planning applications made within its defined boundaries. The council will take all material planning considerations into account when determining any future planning applications in the area, including comments made by members of the public during consultation on any planning application.

Figure 1.1 – Finsbury Park Development Framework SPD area



### 1.4. Vision

- 1.4.1. Islington Council wishes to see future development proposals contribute positively to the local environment, building upon the framework area's strong character and capitalising on its unique characteristics. New development will contribute to the further development of the framework area as the commercial and cultural heart of Finsbury Park, reflect the area's status as a District Town Centre and focus for investment, respect existing townscape context and contribute to the area's vitality and vibrancy.
- 1.4.2. Future development in the SPD area will be of an appropriate scale, respond to key heritage and amenity considerations, be of high quality contextual design, explore opportunities to improve connectivity and contribute to achieving a high quality mixed use environment. To assist in achieving this, the Finsbury Park Development Framework SPD provides guidance on appropriate building heights, heritage and amenity considerations, design quality, movement and connectivity and land use to ensure that the area's unique character is enhanced and protected.

### Objectives

- 1.4.3. Based on Core Strategy Policy CS 2 (Finsbury Park), the council's Site Allocations Development Plan Document (2013) sets out high-level objectives for the wider Finsbury Park Town Centre. The future development of certain sites will play a key role in:
- enhancing the vitality of the Town Centre as a retail centre;
  - the redevelopment of the low-density employment sites around the station to provide mixed-use development including housing, employment, retail and leisure uses;
  - providing between 500-700 new homes;
  - re-providing storage and distribution floor space;
  - improving transport interchange and public spaces, with increased legibility and design that leads to an increased sense of safety;
  - improving walking and cycling connections to the park, Highbury Fields/Highbury Corner and the Emirates (Arsenal) Stadium;
  - respecting and enhancing the historic character of the area; and
  - improving and providing new open space; Finsbury Park ward and neighbouring areas are identified as some of the highest priority areas for increasing the provision of public open space.
- 1.4.4. These core objectives provide a broad framework within which to bring forward the area's regeneration.



### Opportunities in the wider Finsbury Park Town Centre SPD

1.4.5. The following opportunities were identified within the wider Finsbury Park Town Centre SPD (July 2014) as having the potential to deliver elements of the above key objectives:

- I. Strengthen the existing retail offer in the town centre, including on Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road, to include the strengthening of the specialist retail functions, diversification of the retail offer, promotion of creative industries and small and medium-sized enterprises (SMEs), and the improvement of shop fronts and the surrounding public realm.
- II. Promote mixed use development and employment and training opportunities around Finsbury Park Station, including: housing, employment (office, light industrial, storage and distribution, and affordable space for SMEs), retail, arts and leisure, in particular at the following sites: City North, John Jones, the Rowan's site and other allocated sites (set out in full at A1.1.9 of Appendix 1) and the site of the former Sir George Robey public house.
- III. Improve the function and role of the station by delivering works that will facilitate an improved and less confusing transport interchange, enhancing connections and safety through high quality public realm. This would include improvements to the station itself, such as the western ticket hall, and improvements to Station Place, Well's Terrace and the areas under the railway viaducts (e.g. by improving the area through public art and improved lighting).
- IV. Enhance walking and cycling routes, strengthening links between Finsbury Park, the Parkland Walk, Gillespie Park, Highbury Corner, Highbury Fields, Caledonian Park and the Emirates (Arsenal) Stadium, encouraging walking and cycling for local residents and visitors. This should include joint working with TfL to improve pedestrian and cycling links across Seven Sisters Road.
- V. Protect and enhance the historic character of the area through high quality design, respecting the local context of Finsbury Park and its surroundings; in particular by improving the setting of its listed buildings (i.e. the former Rainbow Theatre and 85 Stroud Green Road) and improving the appearance and condition of the area's Victorian building stock, both within and outside conservation areas (e.g. the triangle site).
- VI. Improve connections to the wider area by establishing a clear physical and visual link between the station and the Park (Finsbury Park), and improve access to the station from the west (i.e. encouraging redevelopment of the City North site).

### Key principles

1.4.6. Based on the above core objectives and opportunities, and the area's context, the council is seeking to ensure that new development within the framework area is brought forward in line with the following key principles:

- A. New development should be appropriate and respectful to the context of the framework area, reflecting existing scale, form and character. Development proposals should come forward in line with Islington's adopted policies for building heights.
- B. Development proposals should conserve and enhance the historic character of the area. This includes the setting of the Grade II\* former Rainbow Theatre at 232 Seven Sisters Road, the locally listed buildings at 4-5 Goodwin Street, 240 Seven Sisters Road and 149 Fonthill Road and the area's historic building stock. Development proposals should also respect the scale and appearance of historic streetscenes.
- C. Development should achieve an acceptable noise environment for future occupiers of any residential development taking into account the constraint formed by the major road network and railway infrastructure.
- D. Buildings should be of high quality design appropriate to the overall streetscape and surroundings. Buildings should also contribute towards achieving safe, direct, active and overlooked routes and should not unacceptably harm the amenity of nearby residential properties.
- E. New development should, where possible, improve the environment for pedestrians, cyclists and bus passengers, in particular on routes to Finsbury Park Station and bus stations, including the nearby areas beneath the railway viaducts and the future pedestrian route into Finsbury Park Station via Goodwin Street.
- F. New development should contribute to the achievement of a high density, high quality mixed use environment with uses including retail, commercial, housing, including affordable housing and public and community leisure space. Intensification and redevelopment offers the opportunity for renewed employment floorspace and a new business hub in the area. The provision of affordable accommodation for small and medium size enterprises (SME) within the framework area is also strongly encouraged.

## 2. Planning policy context

### 2.1. National and regional policies

- 2.1.1. The council makes decisions about land use in the borough based on national, regional (London) and local planning policy.
- 2.1.2. The planning policy context relevant to the Finsbury Park Development Framework SPD therefore comprises a suite of planning policy documents from the national to local level. Further details on key planning policies are provided in Appendix 1, and principal planning considerations are summarised in Section 4.
- 2.1.3. At a national level the Government has undertaken a radical review of planning policy. The National Planning Policy Framework (NPPF) was published on 27 March 2012. The NPPF sets out a general framework for planning at regional and local levels. All planning applications submitted within the Finsbury Park Development Framework SPD area will be considered against the NPPF.
- 2.1.4. All planning decisions are guided by the Development Plan. In Islington this consists of the London Plan (a development strategy for Greater London produced by the Mayor of London) and Islington’s local policies set out in the Local Plan.
- 2.1.5. At a regional level, the Mayor of London produces a development strategy for Greater London called the London Plan (adopted July 2011). The London Plan designates Finsbury Park as a District Town Centre. Amendments to the adopted version (known as Revised Early Minor Alterations) were published in October 2013.
- 2.1.6. The key local planning policy documents for Islington are outlined in Section 2.2.; together they make up Islington’s Local Plan. Islington’s Local Plan has to be consistent with both regional and national policy. More information about relevant policies and guidance, with links to the council’s website, is provided in Appendix 1.

Figure 2.1 – SPD in Development Plan context



### 2.2. Relevant planning policy documents

#### 2.2.1. Policies within Islington's Local Plan that need to be taken into account include:

- recently adopted strategic planning policy documents that set out the vision for how the borough will develop over next 10-15 years, including Islington's Core Strategy, the Development Management Policies and the Site Allocations DPD. Brief summaries of these key documents are set out at section A1.1 of Appendix 1.

#### 2.2.2. Outside of the Local Plan, Supplementary Planning Documents (SPDs) add further detail to adopted policies. The SPDs that need to be considered include:

- adopted SPDs such as the Finsbury Park Town Centre SPD, the Environmental Design SPD and the Islington Streetbook SPD; and
- emerging SPDs such as the Location and Concentration of uses SPD (to be consulted on in Spring 2015) and the updated Islington Urban Design Guide SPD. These documents will gain increasing material weight as they move closer towards adoption.

#### 2.2.3. Further detail of relevant local policies is provided in Section 4 and Appendix 1.

### 2.3. Summary of area specific policies and SPDs

#### Core Strategy Policy CS 2 Finsbury Park

#### 2.3.1. The primary planning policy that will shape how Finsbury Park will develop into the future is Core Strategy (adopted February 2011) Policy CS 2 Finsbury Park. This specific spatial policy for managing growth and change in Finsbury Park reflects the strategic importance of the area's regeneration. It recognises the important retail function of the town centre, opportunities for mixed-use redevelopment around the station and the role of new development near the station in making the area less confusing, safer and easier to navigate.

#### 2.3.2. Islington Core Strategy Policy CS 2 Finsbury Park is set out in full below:

- A. Finsbury Park is a District Town Centre with main retail frontages along Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road. The Development Management Policies development plan document defines the town centre area and contain detailed policies for managing development within shopping areas.
- B. Redevelopment of low density employment sites around Finsbury Park station is supported to provide mixed-use developments of housing, employment (office, light industrial, storage and distribution), retail and leisure. Loss of some storage and distribution floorspace on these sites may be acceptable if re-provided by intensified use of surrounding sites. These sites will provide between 500 - 700 units of

housing. Self-contained conventional housing and employment uses will take priority over other uses above ground floor in this area.

- C. New developments near the station will be planned to facilitate an improved, less confusing transport interchange location and high quality public realm together with enhanced permeability.
- D. Permeability and legibility of the wider area, including areas within housing estates, and access to Finsbury Park will be improved through a combination of site redevelopments and small scale interventions linked to a public realm strategy. Joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.
- E. There will be improved walking and cycling routes through Finsbury Park area to Highbury Corner, and from Highbury Fields to Caledonian Park, to encourage walking and cycling for local residents, London Metropolitan University students and visitors to the Emirates (Arsenal) Stadium.
- F. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park and its surroundings.

### **Development Management Policies Development Plan Document (DPD)**

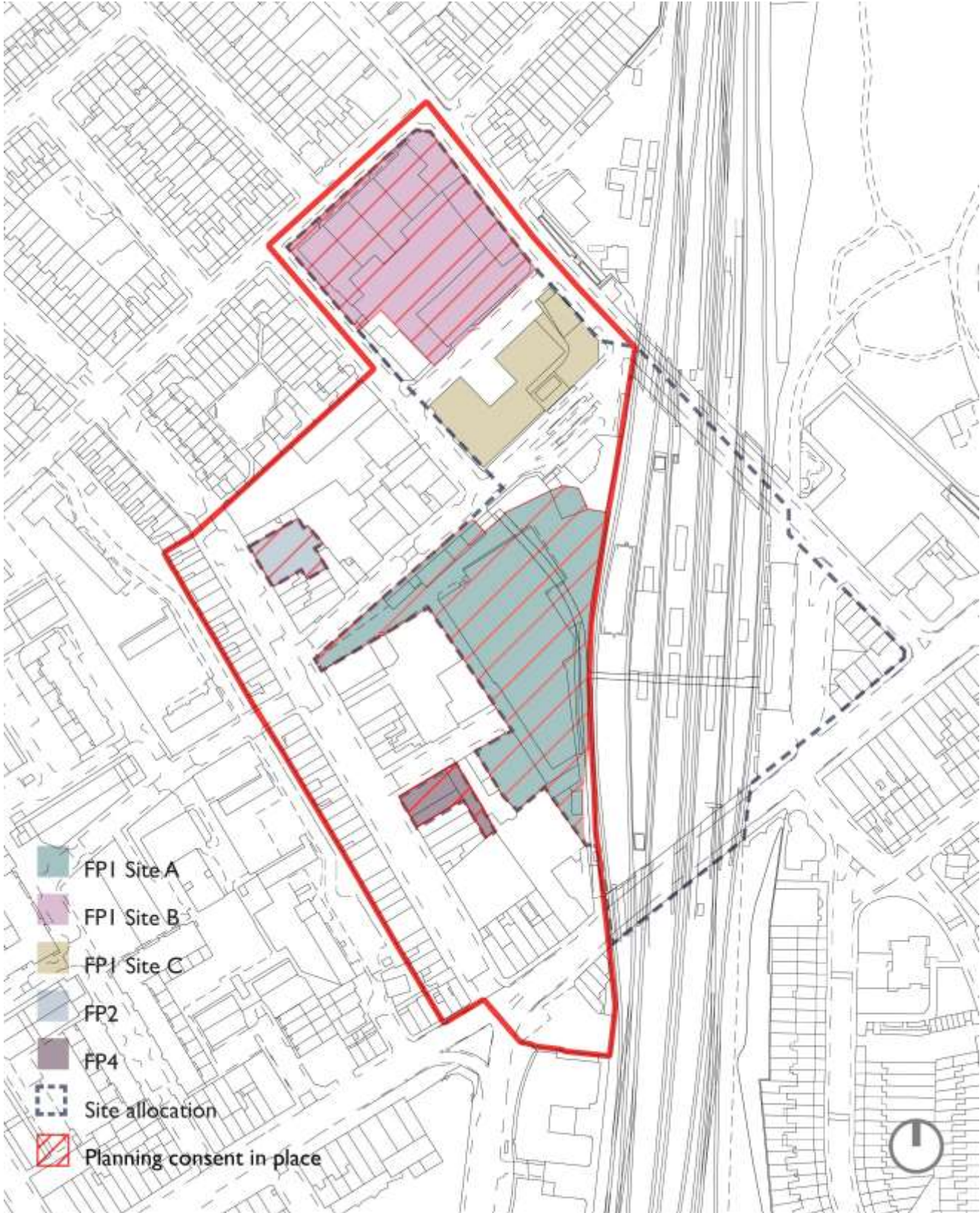
- 2.3.3. Section 4 of the Development Management Policies DPD sets the boundary of the Finsbury Park District Town Centre. Section 4 of the document also includes key policies that are particularly relevant to Finsbury Park's role as a District Town Centre, including Policy DM4.1, (maintaining and promoting small and independent shops), Policy DM4.3 Section B (location and concentration of uses), Policy DM4.4 (promoting Islington's Town Centres), Policy DM4.5 (primary and secondary frontages), Policy DM4.6 (local shopping areas), Policy DM4.8 (shop fronts) and Policy DM4.10 (Public Houses). Further detail is provided in section 4 of this draft SPD.

### **Site Allocations Development Plan Document (DPD)**

- 2.3.4. Section 4 of the Site Allocations DPD builds upon Core Strategy Policy CS 2 and allocates specific uses for key sites. Three of the six sites identified in Section 4 of the Site Allocations DPD fall within the Finsbury Park Development Framework SPD boundary. The sites are referenced as; FP1, FP2, and FP4 shown in Figure 2.2. Details of the allocations are set out in A1.1.9 of Appendix 1.
- 2.3.5. The Finsbury Park Development Framework SPD aligns with the adopted allocations, where they exist, and the key principles set out at 1.4.6 and 4.1.2 are informed by these allocations.



Figure 2.2 – Site allocations



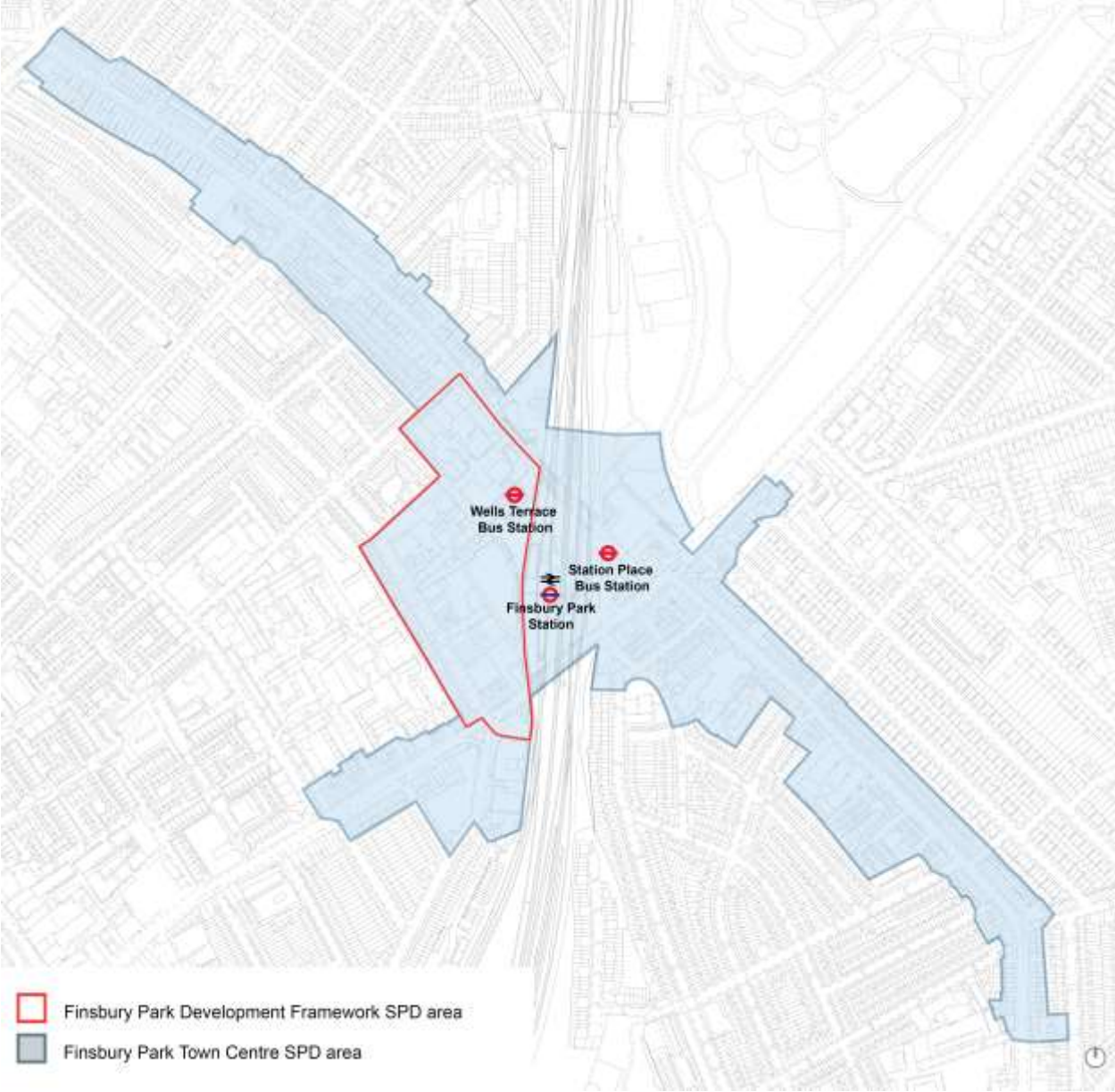
### Finsbury Park Town Centre Supplementary Planning Document (SPD)

- 2.3.6. This area-based SPD was adopted in summer 2014 by Islington, Haringey and Hackney Councils. The document was prepared to provide a clear and unified vision for the continuing regeneration of Finsbury Park Town Centre, and lists the relevant planning policies from all three local authorities. The SPD establishes the council's shared vision for the area, and acts as both a high-level guide for new development in the area and an over-arching strategy for small-scale improvements. The 'implementation and monitoring framework' section of the SPD sets out a series of actions to be undertaken to realise elements of the opportunities identified within the document.
- 2.3.7. The Finsbury Park Development Framework SPD provides further detailed planning guidance focused on the area to the west of Finsbury Park Station; an area that is currently the focus of development activity within which the council anticipates new development proposals to come forward in future years. The interface between the Finsbury Park Development Framework SPD area and the Finsbury Park Town Centre SPD is shown in Figure 2.3.

### 2.4. Future planning applications

- 2.4.1. All planning applications will be assessed by the council against its development plan. The assessment will be made against all policies that are in place at the time the decision on an application is made.
- 2.4.2. The adopted framework will provide guidance for development management purposes and, as an SPD, will be considered as a material consideration in the determination of any planning applications within the area.

Figure 2.3 – Finsbury Park Development Framework SPD area in context of adopted Finsbury Park Town Centre SPD





### 3. Description of the area

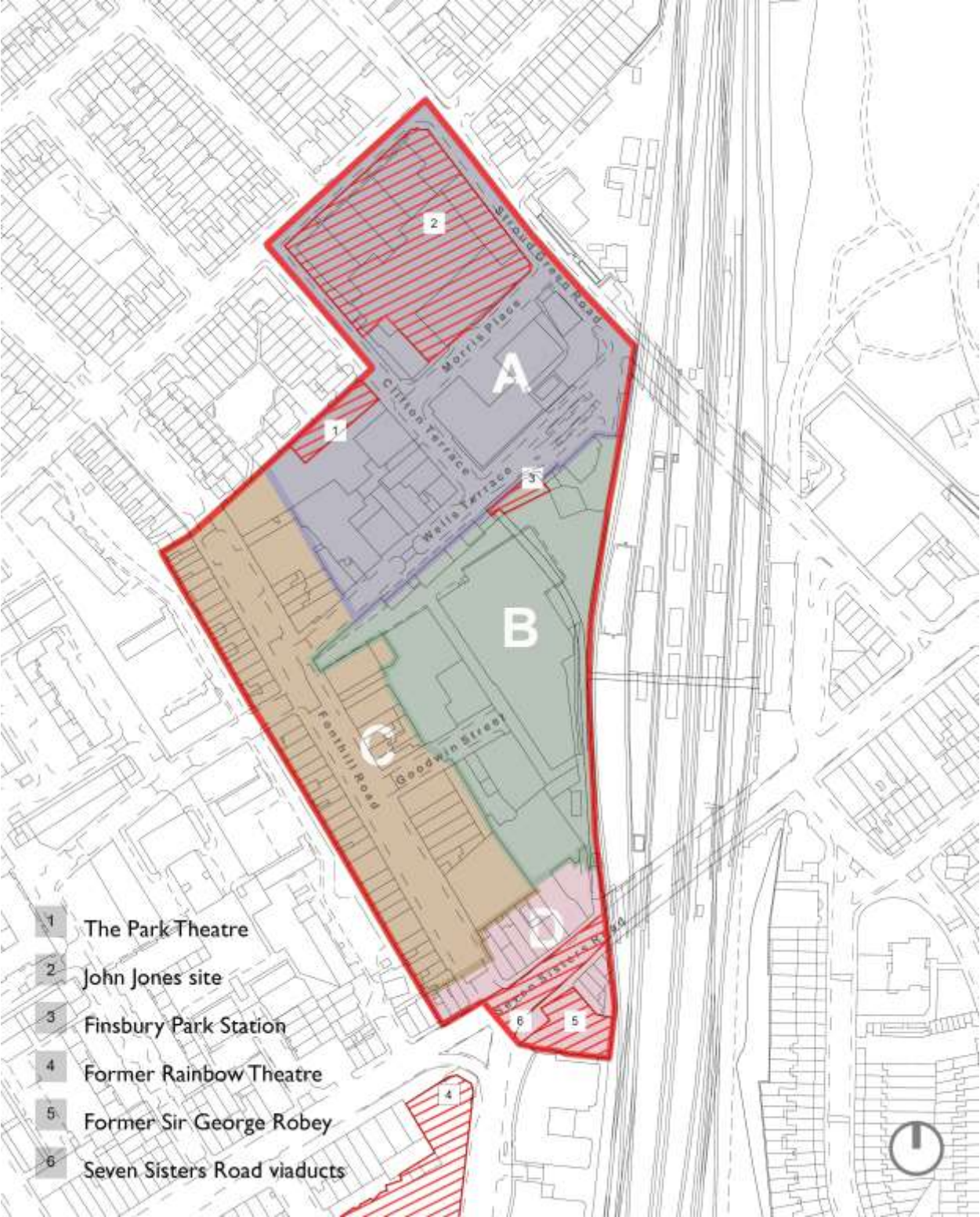
#### 3.1. Area location

- 3.1.1. Finsbury Park Town Centre is located in North London, around five kilometres north of the City of London. It occupies a strategic position due to its location at the point where the three London boroughs of Islington, Haringey and Hackney meet. Finsbury Park Town Centre is located to the north-eastern edge of the London Borough of Islington.
- 3.1.2. The Finsbury Park Development Framework SPD is focused on the part of the town centre to the west of Finsbury Park Station. The area includes the John Jones and City North sites, Wells Terrace bus station and the neighbouring Clifton House, the southern section of Fonthill Road, the former Sir George Robey Public House and a small section of Seven Sisters Road. The eastern boundary of the framework area is defined by the railway lines that bisect the town centre and Finsbury Park Station. The above elements are identified in Figure 3.1.
- 3.1.3. The boundary is set out in Figure 1.1. The area covered by the Finsbury Park Development Framework SPD has an approximate area of 5.3 hectares and falls within Islington's Finsbury Park ward.
- 3.1.4. The spatial relationship between the Finsbury Park Town Centre SPD and the Finsbury Park Development Framework SPD is shown in Figure 2.3.

#### 3.2. Area characteristics and existing context

- 3.2.1. The Finsbury Park Development Framework SPD area can be considered as four distinct character areas as identified in Figure 3.1: the emerging cultural hub around Clifton Terrace, Morris Place and Wells Terrace (area A), the City North site and neighbouring sites (area B), the Fonthill Road retail corridor (area C), and the area around Seven Sisters Road (area D).
- 3.2.2. The four areas vary in character. The Clifton Terrace, Morris Place and Wells Terrace area (area A on Figure 3.1) at the northern extent of the framework area is mainly comprised of low-rise (generally three to five storeys) ex-industrial buildings in a mix of retail and office use. New developments here, such as the Park Theatre (photo 1) and the first phase of the John Jones redevelopment (photo 2), are driving the area's reputation as a new North London cultural quarter. Wells Terrace (photo 3) and the surrounding roads are critical to the operation of the Wells Terrace bus station, constraining movement for cyclists through the area: there is a one-way network around the bus station (as shown on Figure 3.16). The area's role as an interchange between Underground and bus service at Wells Terrace creates a busy and often congested environment.
- 3.2.3. The City North site (photo 4) and neighbouring sites (area B on Figure 3.1) currently comprise low density industrial buildings, warehouses and areas of car parking. The site currently does not allow through pedestrian or vehicular through movement. There is an extant planning consent in place on the site. Details on the redevelopment plans are set out at 3.3.3.

Figure 3.1 – Character areas



- 3.2.4. Fonthill Road (area C on Figure 3.1) is a specialist fashion shopping area with a strong identity. Buildings on Fonthill Road are generally of the Victorian period, and are between three and four storeys in height (photo 5). The majority of frontages are well maintained, with the treatment of shop fronts contributing to an animated street scene. Recent public space works have rationalised parking arrangements with dedicated pavement level parking bays separated by trees, which has created a high quality physical environment.
- 3.2.5. The southern section of the framework area (area D on Figure 3.1) is characterised by a mostly complete collection of historic buildings around the junctions of Fonthill Road, Isledon Road and Seven Sisters Road (photo 6). The dominant element of this area is the former Rainbow Theatre, which is located at the junction of Seven Sisters Road and Isledon Road. Now in use as a church, the 1930's building is one of Finsbury Park's most important buildings as recognised by its Grade II\* listed status. The locally listed, though very degraded, former Sir George Robey public house is located close-by on Seven Sisters Road. Buildings to the east of the former Sir George Robey are single-storey modern additions and are all in retail use. The north side of Seven Sisters Road is comprised of intact Victorian terraces. Another key element of the area is formed by the railway viaducts that define the framework area's eastern boundary. Despite dividing the town centre, blocking views to the eastern part of the town centre, and the poor environmental quality underneath, the viaducts across Seven Sisters Road are a valuable legacy of the area's rapid growth during the Victorian period and contribute towards the area's rich cultural heritage.
- 3.2.6. The small section of Seven Sisters Road that falls within the framework area is part of Transport for London's (TfL) Road Network and forms the eastern end of a large gyratory one-way system. Vehicle, cycle and pedestrian movements at a busy crossroads create a hectic environment, and the relatively narrow pavement widths on either side of Seven Sisters Road are a contributing factor toward this area being considered a hostile environment for pedestrians and cyclists.

**Figure 3.2 – Images of character areas**



Photo 1: Clifton Terrace



Photo 2: Morris Place



Photo 3: Wells Terrace





Photo 4: City North site



Photo 5: Fonthill Road



Photo 6: Seven Sisters Road

### 3.3. Emerging development sites

- 3.3.1. Extant planning consents are in place on two allocated development sites within the framework area. Development on both sites has commenced.
- 3.3.2. The John Jones site (shown on Figure 2.2 as FP1 Site B) has planning consent for a mixed-use development comprising 15 residential units, over 5,000 square metres of workshop, office and gallery space, 475 student bedrooms and over 250 square metres of retail floor space. The first phase of the redevelopment was completed in March 2014, and comprises workshop, gallery and exhibition space and office use.

**Figure 3.3 – John Jones development (view of Morris Place and Stroud Green Road, incorporating 17 Stroud Green Road)**



**Figure 3.4 – City North development (view of Wells Terrace and western aspect of development)**



**Figure 3.5 – New Finsbury Park Station western ticket hall and access routes**



3.3.3. The City North site (shown on Figure 2.2 as FP1 Site A) has planning consent for a major mixed-use development, comprising 335 residential units, over 2,000 square metres of office floor space and associated leisure space, including two 21 storey towers. The consented scheme also

includes a nine screen cinema, which will increase the leisure and entertainment offer in this area.

- 3.3.4. The redevelopment proposals include the creation of a new western ticket hall for Finsbury Park Station, replacing the current entrance on Wells Terrace. The redevelopment also includes the creation of a new route through the site between Goodwin Street and Wells Terrace, connecting these two areas and providing direct links to the new western ticket hall.
- 3.3.5. The planning consent in place on the site is currently being implemented.

### 3.4. Building heights

- 3.4.1. The framework area's urban structure is generally formed of a mix of terraces and clusters of light industrial buildings that have been developed incrementally on a site by site basis. Many of the framework area's frontages feature servicing or delivery entry points, a legacy of the area's former function as a centre for clothing manufacture and other light industrial use (photo 7). Existing buildings in the framework area are generally of three to four storeys in height, with a small number of five and six storey buildings. Existing building heights within the framework area are shown on Figure 3.9.
- 3.4.2. Existing buildings in the Clifton Terrace / Wells Terrace area are generally of three to four storeys in height (photo 8). The first phase of the wider John Jones development scheme was completed in March 2014, and is five storeys with a sixth floor set back (photo 9). Existing buildings on the eastern side of Wells Terrace (close to its junction with Stroud Green Road) do not form a consistent or defined street frontage, and their degraded quality and temporary appearance presents a poor impression to those arriving at Finsbury Park Station and the bus station in what should be a welcoming gateway into Islington (photo 10).

**Figure 3.6 – Images of existing building heights 1**



Photo 7: Gap sites and servicing



Photo 8: Clifton Terrace/



Photo 9: John Jones scheme

- 3.4.3. The City North area is generally comprised of warehouses and large industrial units. Most of the site has now been cleared in anticipation of the delivery of the consented development plans (photo 11).



**Figure 3.7 – Images of existing building heights 2**



Photo 10: Wells Terrace



Photo 11: City North existing



Photo 12: Later additions

- 3.4.4. Fonthill Road comprises a mix of Victorian buildings and some modern infill development generally of three to four storeys in height, some with later additions of dormers or additional floors (photo 12). The tower that forms part of 149 Fonthill Road lies close to the junction with Seven Sisters Road and acts as a local landmark (photo 18).
- 3.4.5. The northern side of Seven Sisters Road is comprised of a three storey Victorian parade (photo 13). The south side is comprised of the three-storey former Sir George Robey public house and a series of single storey retail units (photo 14). Despite its location outside of the framework area, the former Rainbow Theatre dominates the character of the area as a result of its large scale, and forms an important local landmark. The building occupies a prominent corner plot, and is three storeys on its Isledon Road and Seven Sisters Road frontages, rising to five storeys at its corner (photo 15).

**Figure 3.8 – Images of existing building heights 3**



Photo 13: Seven Sisters Road (north)

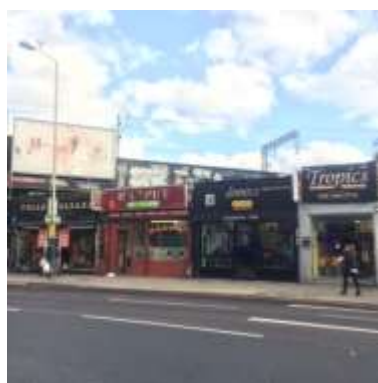
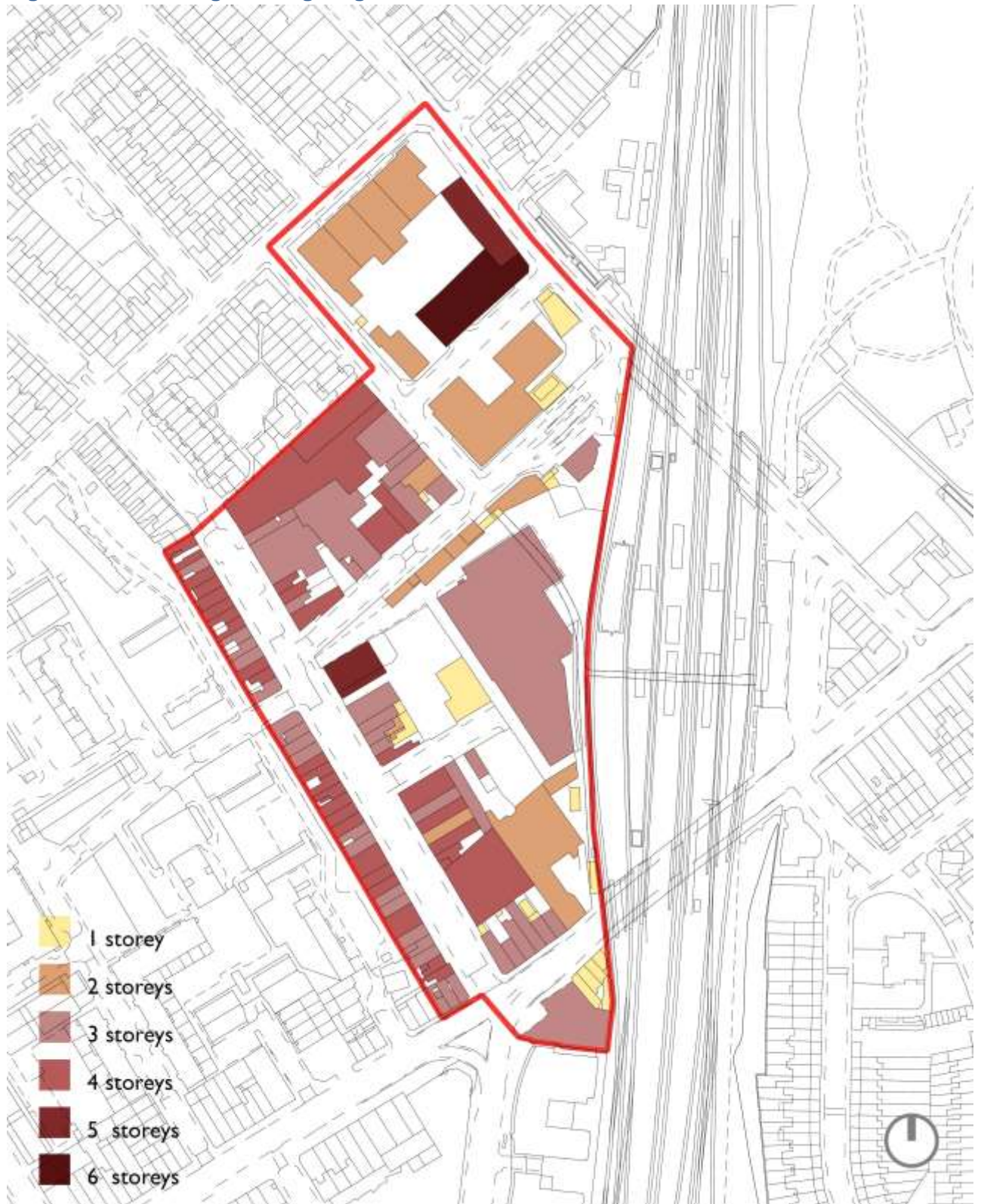


Photo 14: Seven Sisters Road (south)



Photo 15: 232 Seven Sisters Road

Figure 3.9 – Existing building heights





### 3.5. Historic character and heritage

- 3.5.1. The framework area is home to a number of heritage assets, a legacy of the area's rich historic and cultural heritage. The Grade II\* listed former Rainbow Theatre at 232 Seven Sisters Road (photo 16) is located just outside of the framework area, and development proposals coming forward must respect the building's setting and context. The framework area also includes three locally listed buildings that are clustered around Fonthill Road, as shown in Figure 3.12.
- 3.5.2. An Edwardian former postal sorting office is located at 4-5 Goodwin Street (photo 17) and will remain once the City North scheme is delivered. 149 Fonthill Road (photo 18) forms the end of the eastern side of Fonthill Road, and is terminated to the south by a distinctive octagonal five storey tower.

**Figure 3.10 – Images of local heritage assets 1**



Photo 16: 232 Seven Sisters Road



Photo 17: 4-5 Goodwin Street



Photo 18: 149 Fonthill Road

- 3.5.3. The former Sir George Robey public house at 240 Seven Sisters Road is located at the southern extent of the framework area (photo 19). The building occupies a prominent position on the corner of Seven Sisters Road and Isledon Road (opposite the former Rainbow Theatre). The building has been vacant for some time and despite its degraded condition, the council wishes to see the building returned to a good condition and brought back into active use. The former Sir George Robey is located around 25 metres from the former Rainbow Theatre and with the intact historic fabric on the northern side of Seven Sisters Road is a key part of a valuable collection of historic buildings. Built before the former Rainbow Theatre, the former Sir George Robey sits comfortably alongside the Grade II\* listed building and does not challenge its prominence or impact on its setting. The collection of buildings at the junction of Seven Sisters Road, Fonthill Road and Isledon Road is the most intact grouping of historic buildings in the framework area, and their setting or significance should not be harmed or negatively impacted by new development.
- 3.5.4. In addition to locally listed buildings, the area includes historic buildings of varying degrees of heritage significance, some degraded due to the extent of alterations and rebuilding that has been carried out. The north side of Seven Sisters Road features an intact parade of mid to late Victorian buildings (photo 20). Fonthill Road features a mix of Victorian terraced buildings and post-war infill developments and rebuilding (photo 21). Unfortunately, some of Fonthill Road's remaining historic fabric has been insensitively altered or is much degraded. Post-war buildings

that now operate as shops or cafes at ground floor level are generally of utilitarian design as many were originally built for industrial use.

- 3.5.5. A number of conservation areas lay just outside of the framework area. The Tollington and Stroud Green Conservation Areas in Islington and the Stroud Green Conservation area in Haringey are all located to the north of the framework area. The Grade II listed Finsbury park lies to the east of the framework area.

**Figure 3.11 – Images of local heritage assets 2**



Photo 19: 240 Seven Sisters Road

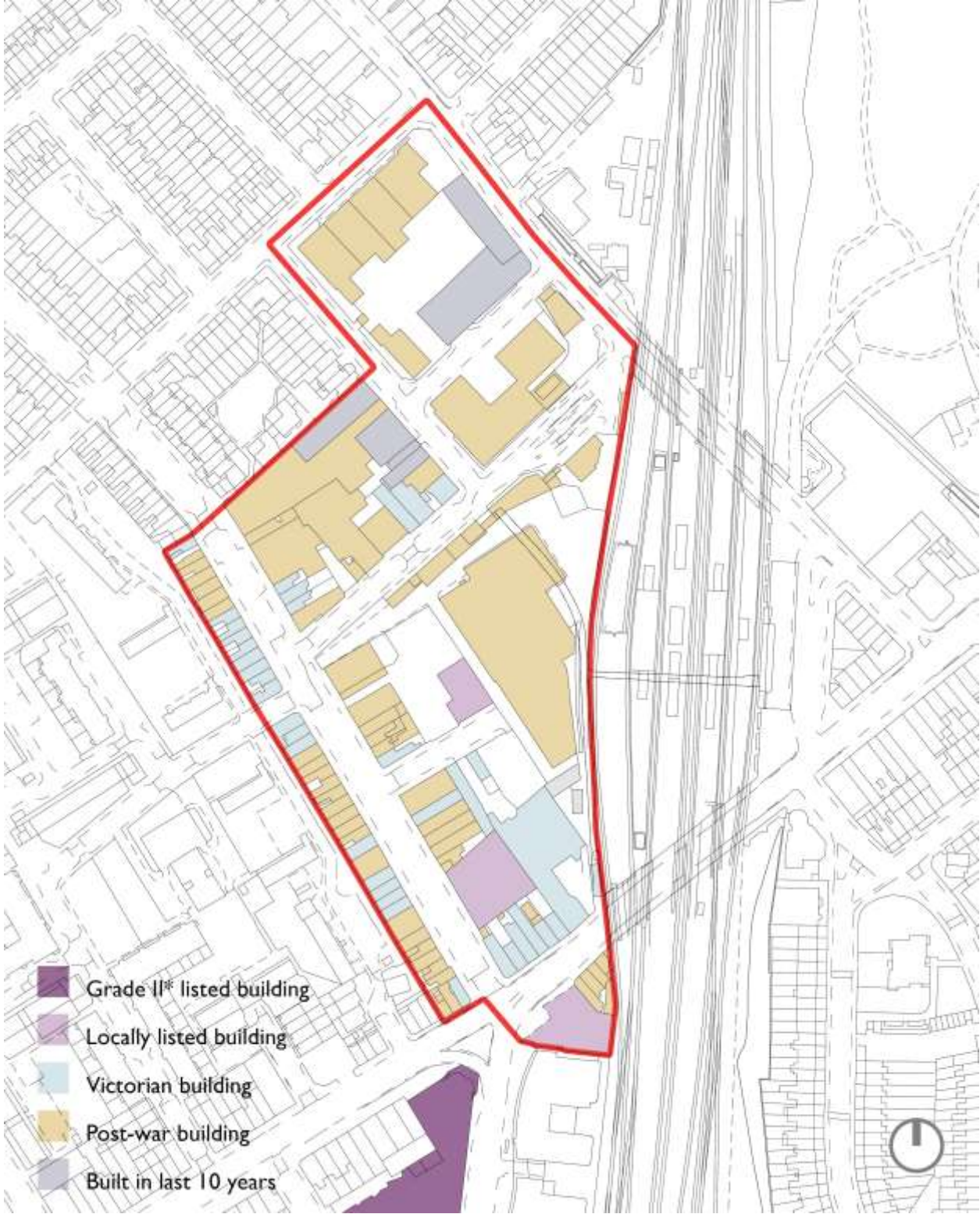


Photo 20: Intact Victorian fabric



Photo 21: Alterations

Figure 3.12 – Historic character and heritage



### 3.6. Movement and connectivity

- 3.6.1. The framework area suffers from a lack of permeability, restricting opportunities for walking or cycling away from the main and often busy roads. This is in part caused by the railway lines and the station. Also the City North site prohibits pedestrian through movement. However, the consented redevelopment scheme for the site will introduce new pedestrian through routes as shown in Figure 3.5.
- 3.6.2. Finsbury Park Station limits opportunities to create new routes and connections. Whilst the station acts as a barrier to pedestrian movement, pedestrians are able to use its tunnels as short cuts to move between Station Place, Seven Sisters Road and Wells Terrace, in particular for interchange between the three main bus stop areas, due to the absence of ticket barriers. The closure of the Wells Terrace station entrance in April 2015 will remove this opportunity, preventing north-south and east-west pedestrian routes through the station. However, the tunnels are not public rights of way.
- 3.6.3. The railway bridges at Stroud Green Road and Seven Sisters Road are key routes for those travelling east-west (Seven Sisters Road) or north-south (Stroud Green Road) through the framework area, but present a poor quality environment for users.
- 3.6.4. The City North scheme will also incorporate a new western ticket hall for Finsbury Park Station. This will replace the current Wells Terrace ticket hall, but retain access to Wells Terrace via a new street and create a new access to Fonthill Road via Goodwin Street, as shown on Figure 3.5.



Figure 3.13– Movement and connectivity



### 3.7. Land use

- 3.7.1. The majority of ground floor units in the framework area are occupied by class A land uses (i.e. retail): 78% of the overall ground floor land uses in the area are occupied by either shops, professional services, restaurants or cafes, drinking establishments or hot food takeaways. Of these class A uses, 80% are shops, with 9% operating as restaurants or cafes and 2% as hot food takeaways. These uses are concentrated along Fonthill Road, Clifton Terrace and Wells Terrace, as shown in Figure 3.14.
- 3.7.2. The Clifton Terrace / Morris Place / Wells Terrace area is mostly comprised of retail (photo 22), mixed with cultural facilities such as the Park Theatre and the new John Jones gallery space. This area will continue to change with the construction of the wider John Jones mixed use development, which includes new employment space, retail and student accommodation. The south side of Wells Terrace includes a ticket hall and entrance to Finsbury Park Station.
- 3.7.3. The City North area is currently occupied by a mix of buildings that formerly supported industrial uses, such as distribution and storage space and car parking. The area has been vacated in readiness for the construction of the consented redevelopment proposals.
- 3.7.4. Fonthill Road is occupied primarily by retail uses, and is a specialist shopping area for fashion clothing (photo 23). The street was identified in Islington Council's Town Centres Review and Healthcheck<sup>1</sup> (2012) as the best performing retail area within the wider Finsbury Park Town Centre.
- 3.7.5. Community uses occupy part of the ground floors on the north side of Seven Sisters Road, including the FinSpace community facility operated by the Finsbury Park Trust and the Muslim Welfare House. The single storey buildings on the south side of Seven Sisters Road are occupied by retail uses (photo 24).

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<sup>1</sup> Islington Council Town Centres Review and Healthcheck, 2012



Figure 3.14 – Existing land use

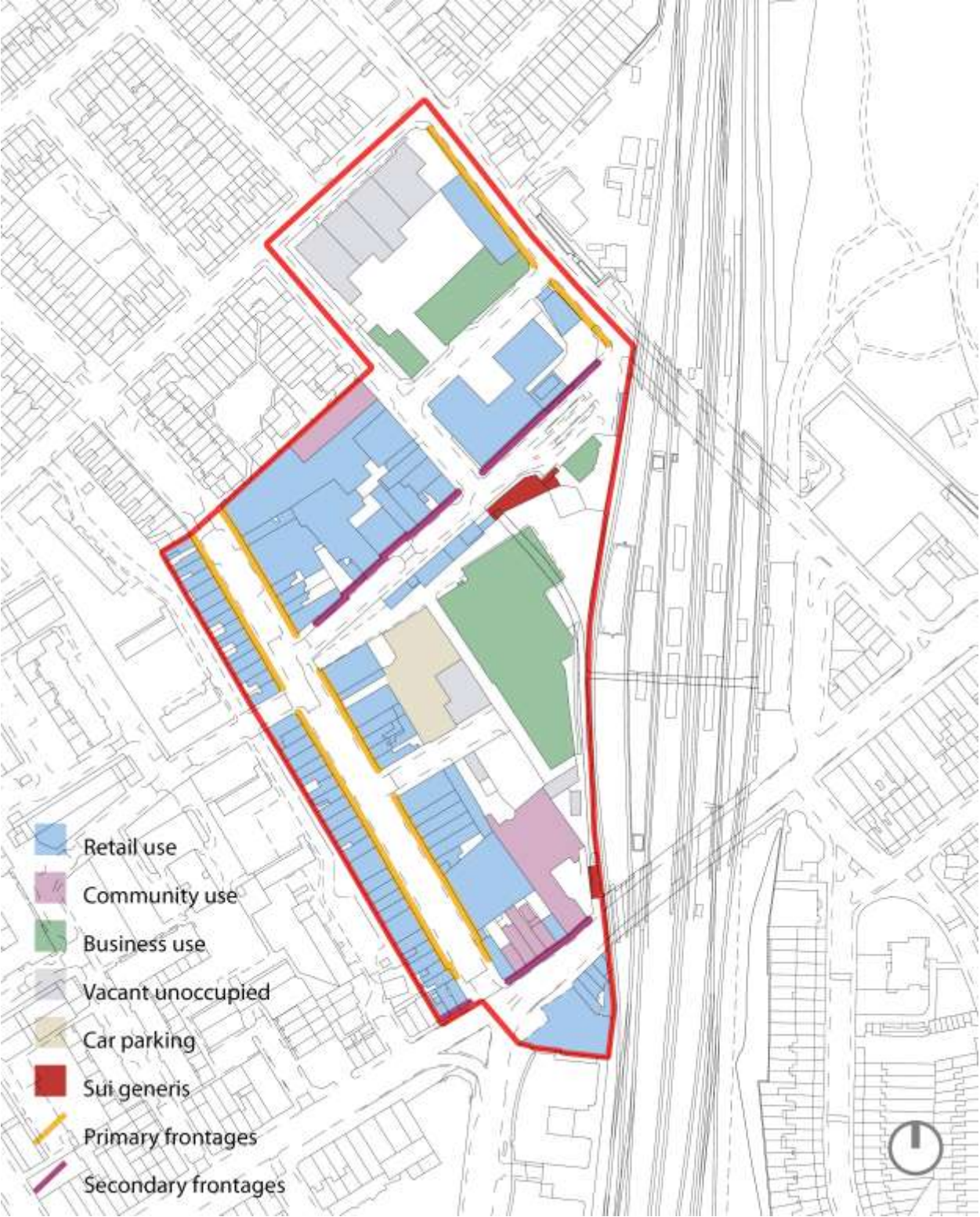


Figure 3.15 – Images of typical land uses within framework area



Photo 22: Wells Terrace



Photo 23: Fonthill Road

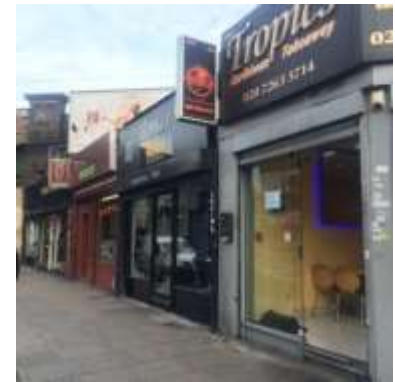


Photo 24: Seven Sisters Road

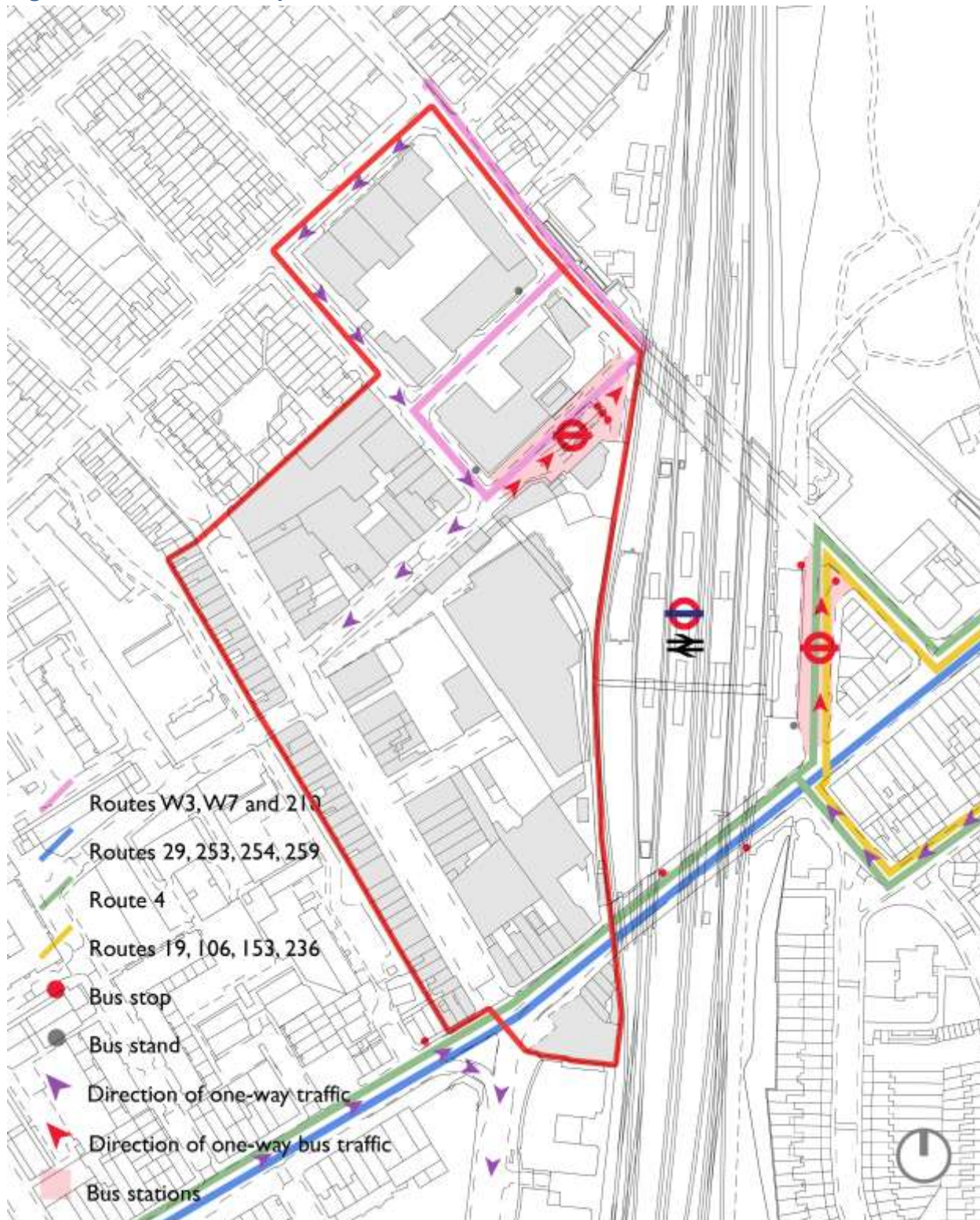
### 3.8. Local transport context and public transport accessibility

- 3.8.1. The framework area takes in sections of two major north London roads. The southern boundary of the framework falls across Seven Sisters Road (the A503), which is a major north London route and part of Transport for London's Road Network. This east-west route forms the spine of the wider town centre: the road is host to many of the area's key amenities and services, forms a key frontage onto Finsbury Park itself and is an access point for Finsbury Park Station and Station Place bus station. The section of Seven Sisters Road that falls within the framework area is a heavily trafficked junction and forms the eastern end of a large gyratory system. The area accommodates numerous pedestrian movements, resulting in a busy and often chaotic environment.
- 3.8.2. Stroud Green Road (the A12010) forms the north-eastern boundary of the framework area. The road is characterised by heavy bus traffic due to its proximity to the bus station at Wells Terrace. The low railway viaducts across Stroud Green Road at its junction with Wells Terrace limit the types of vehicles that can pass beneath it, constraining vehicular movement in the area, and in this case the routes of double decker buses. Details of the local traffic and transport network are shown on Figure 3.16.
- 3.8.3. Finsbury Park is also a major bus interchange with three main bus stop areas: Station Place, Seven Sisters Road and Wells Terrace. Wells Terrace bus station is located in the north east of the framework area and provides connections from Finsbury Park northwards to Archway, Highgate and Crouch End. The location of the bus stations is shown on Figure 3.16.
- 3.8.4. Finsbury Park Station lies just outside of the framework area, but is a key driver for many vehicular and pedestrian movements within the framework area. The station is one of the busiest transport interchanges in London outside of Zone 1, providing links to Central and North East London on the Piccadilly and Victoria Lines, and First Capital Connect train services to Kings Cross and the City, and north to Cambridge and Stevenage. The strategic importance of Finsbury Park Station is recognised by TfL and Network Rail, and capacity improvements are planned for the Underground network. The recent upgrade of the Victoria Line has increased capacity on the line by 21% and a planned upgrade of the Piccadilly Line will increase capacity on this line by 24%.



3.8.5. Finsbury Park Station will be served by Thameslink services from 2018. This will provide direct services from Peterborough and Cambridge via central London to destinations in the south, such as Gatwick and Brighton.

**Figure 3.16 – Local transport network**



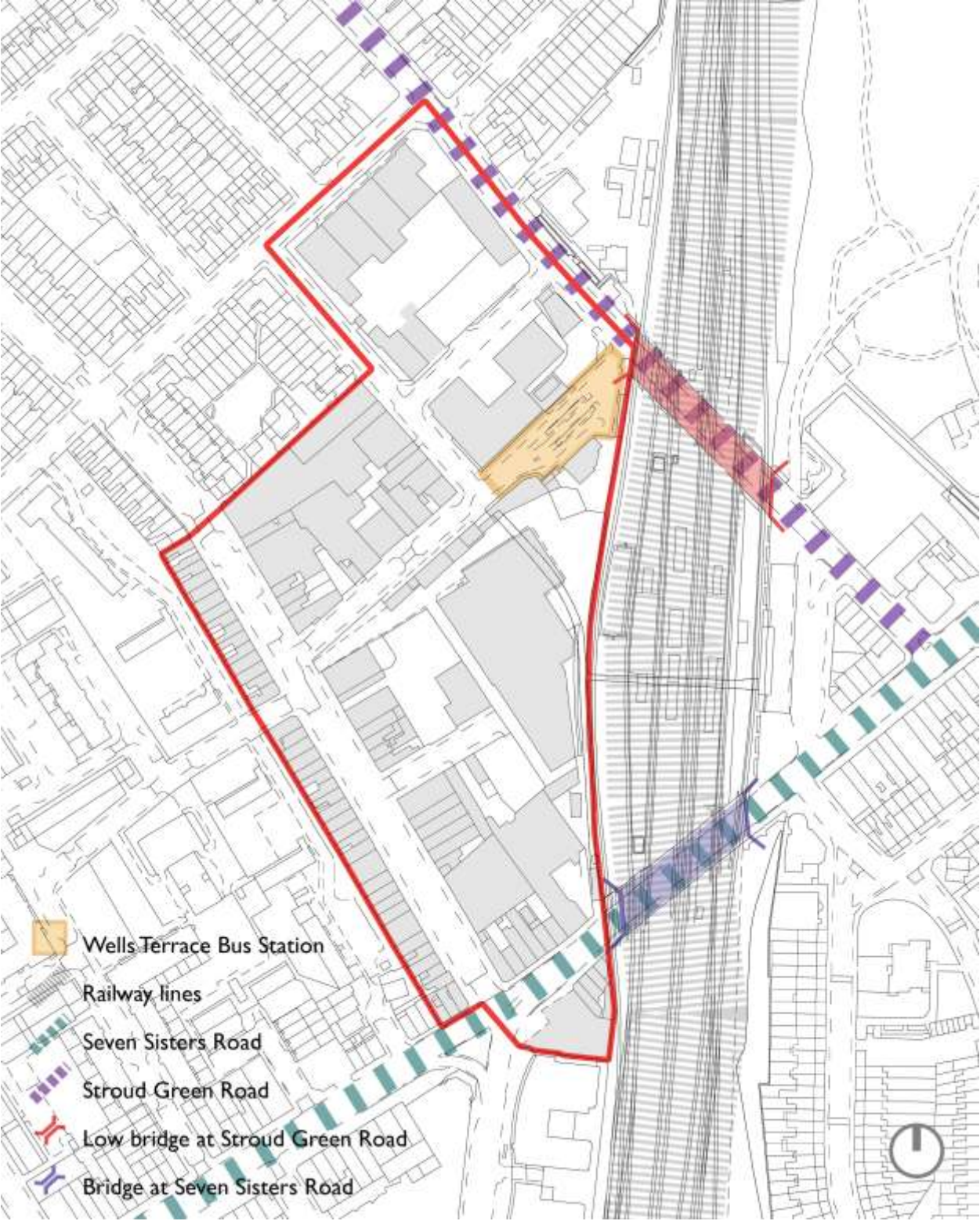
- 3.8.6. TfL has recently completed the installation of two additional spiral staircases to increase interchange capacity between Underground and National Rail platforms. In Spring 2015 TfL plans to install ticket gates at the Underground station entrances, and will work to deliver the above mentioned new western ticket hall as part of the City North redevelopment. TfL and Network Rail are also working together on proposals to deliver integrated step-free access (lifts) by 2018.
- 3.8.7. Provision for cycling in the area is poor. The majority of the framework area is a hostile environment for cyclists, in particular Seven Sisters Road.

### 3.9. Area constraints

- 3.9.1. The framework area's main constraint is presented by the railway viaducts that serve Finsbury Park Station. The station and associated railway infrastructure bisect the town centre and constrain movement from the framework area to the east.
- 3.9.2. The framework area is further constrained by two major roads: Seven Sisters Road and Stroud Green Road. The busy routes act as a barrier to pedestrian movement and combined with the railway lines introduce constraints on three sides around the framework area, as shown on Figure 3.17.
- 3.9.3. Future development around the Wells Terrace area is constrained by the location of Wells Terrace bus station, as shown on Figure 3.17. The bus station's strategic role requires that future development does not affect its operations or the amenity of its users.



Figure 3.17 – Site constraints within framework area

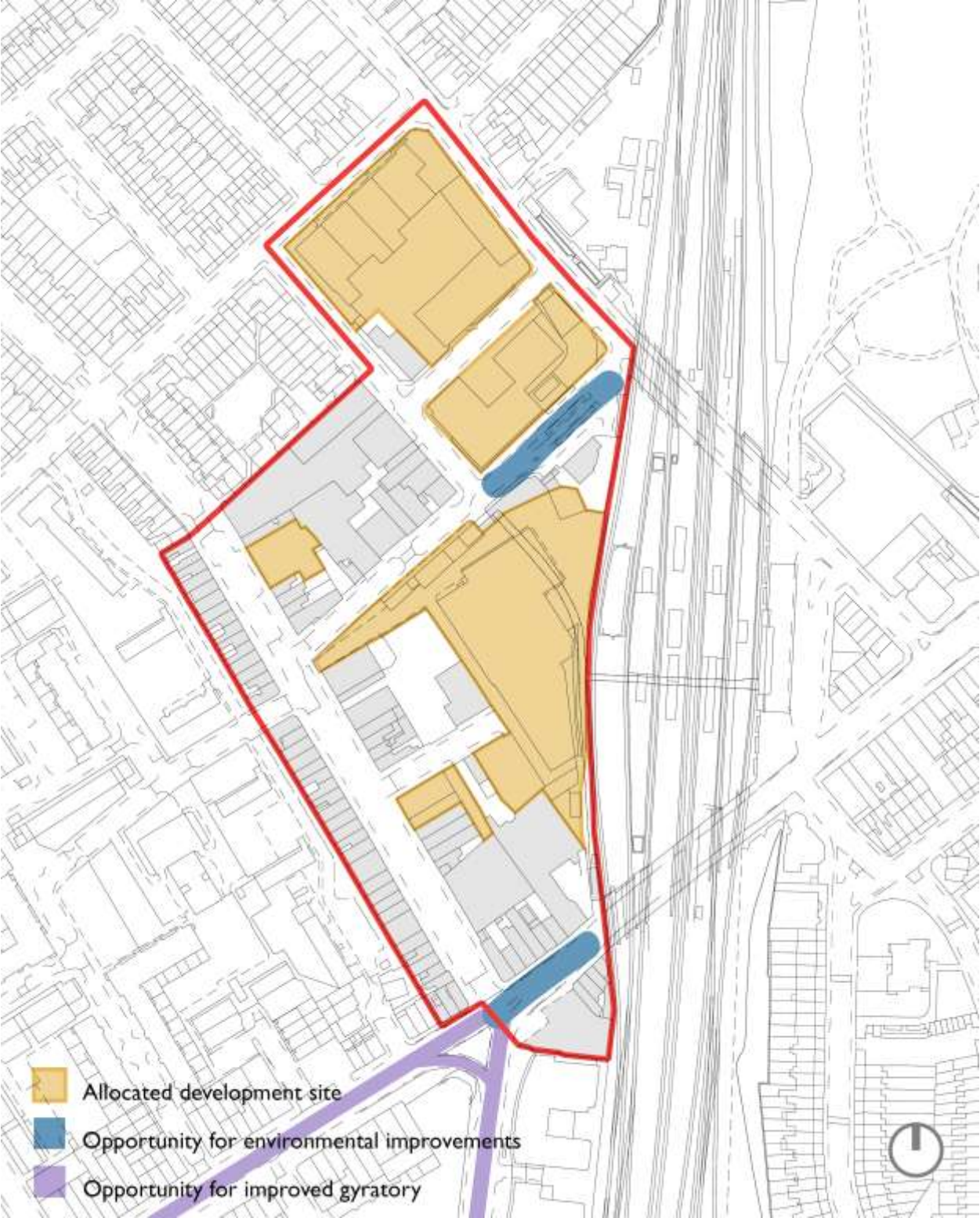


### 3.10. Summary of key development sites and opportunity areas

- 3.10.1. Despite the framework area's relatively intact built form, there are opportunities for new developments to contribute to the area's vitality as a retail centre, provide employment opportunities, enhance its residential offer and capitalise upon its strong transport linkages.
- 3.10.2. The most significant development opportunity in the area is the block bounded by Wells Terrace, Clifton Terrace, Morris Place and Stroud Green Road (FP1 Site B on Figure 2.2). The site occupies a highly strategic location in close proximity to Finsbury Park Station and Wells Terrace bus station, but fails to successfully capitalise upon the positive opportunities provided by its location. Redevelopment of the site should respond appropriately to its location within Finsbury Park's emerging creative hub, centred around the development of the John Jones scheme and the Park Theatre. The site is identified within Islington's Site Allocations DPD as Site C within the Site FP1 allocation. Further details on this allocation are set out at A.1.9.
- 3.10.3. The two other areas that provide the greatest opportunity for redevelopment, the City North area and the John Jones site (FP1 Site A and FP1 Site B on Figure 2.2), are already being developed and are identified within Islington's Site Allocations DPD as Site A and Site C respectively within the Site FP1 allocation. Further details on this allocation are set out at A.1.9. Further details on the consented plans are set out at 3.3.
- 3.10.4. Two other key opportunities in the area are the sites identified in the Site Allocations DPD as Site FP2 and Site FP4 (shown on Figure 2.2). These allocated sites are considered to have the potential to provide retail-led mixed-use development on the Fonthill Road corridor, further contributing this area's vibrancy and vitality.
- 3.10.5. There are also opportunities to improve the local road network and public spaces for cyclists and pedestrians. The section of Seven Sisters Road that falls within the framework area is part of the eastern end of the Nag's Head gyratory. The design of the gyratory is currently being developed by TfL. Furthermore, the council is exploring how improvements in the wider area can improve the experience of public transport users, pedestrians and cyclists.



Figure 3.18 – Key development sites and opportunity areas



### 4. Development guidelines

#### 4.1. Key principles

- 4.1.1. This section outlines the key guidelines for any future development activity in the framework area. Further information on specific planning policies is provided in Appendix 1 of this SPD.
- 4.1.2. Any development proposals coming forward in the framework area must clearly demonstrate how they appropriately address the following key principles:
- A. New development should be appropriate and respectful to the context of the framework area, reflecting existing scale, form and character. Development proposals should come forward in line with Islington's adopted policies for building heights.
  - B. Development proposals should conserve and enhance the historic character of the area. This includes the setting of the Grade II\* former Rainbow Theatre at 232 Seven Sisters Road, the locally listed buildings at 4-5 Goodwin Street, 240 Seven Sisters Road and 149 Fonthill Road and the area's historic building stock. Development proposals should also respect the scale and appearance of historic streetscenes.
  - C. Development should achieve an acceptable noise environment for future occupiers of any residential development taking into account the constraint formed by the major road network and railway infrastructure.
  - D. Buildings should be of high quality design appropriate to the overall streetscape and surroundings. Buildings should also contribute towards achieving safe, direct, active and overlooked routes and should not unacceptably harm the amenity of nearby residential properties.
  - E. New development should, where possible, improve the environment for pedestrians, cyclists and bus passengers, in particular on routes to Finsbury Park Station and bus stations, including the nearby areas beneath the railway viaducts and the future pedestrian route into Finsbury Park Station via Goodwin Street.
  - F. New development should contribute to the achievement of a high density, high quality mixed use environment with uses including retail, commercial, housing, including affordable housing and public and community leisure space. Intensification and redevelopment offers the opportunity for renewed employment floorspace and a new business hub in the area. The provision of affordable accommodation for small and medium size enterprises (SME) within the framework area is also strongly encouraged.

### 4.2. Spatial guidance and planning considerations

- 4.2.1. Following the area description, analysis in Section 3 and the above key principles, the headings below identify some of the key planning considerations for the framework area to which any future development proposals must respond appropriately.
- 4.2.2. It also provides spatial development guidance to clearly indicate how new development in the area is expected to come forward. The indicative plans give spatial form to the council's adopted planning policies. Whilst development proposals may vary from the suggested framework for development, key principles on elements such as building heights should be carefully considered by prospective applicants when preparing development proposals.
- 4.2.3. Relevant planning policies are set out following the spatial guidance.

### 4.3. Building heights

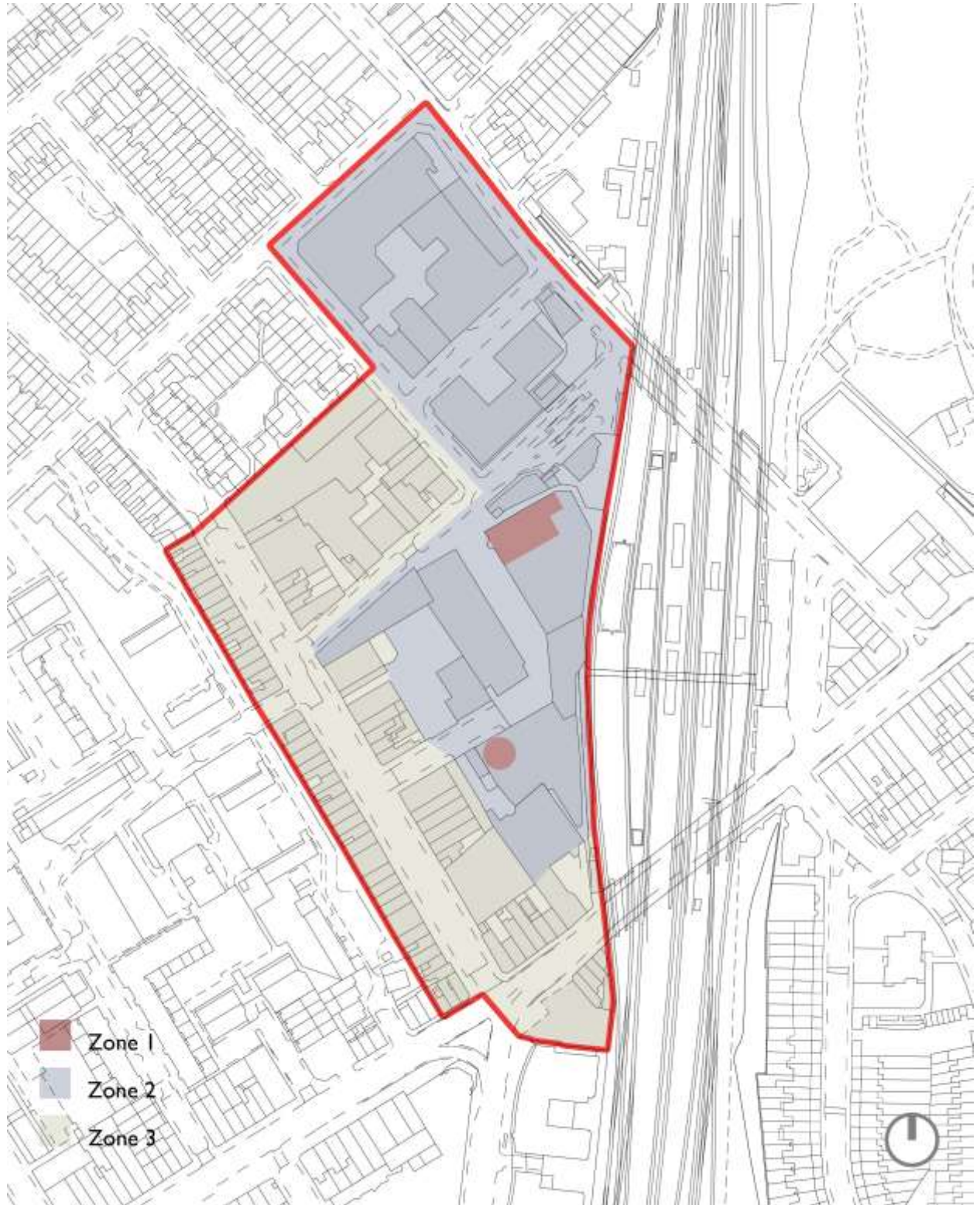
- 4.3.1. The council expects any new development proposals brought forward within the framework area to appropriately consider the existing townscape character in terms of density and scale, consider the suggested building heights as indicated in Figure 4.1 and be in line with the policies set out in paragraphs 4.3.6 to 4.3.8.

#### Spatial guidance

- 4.3.2. Two 21 storey towers were granted planning consent as part of the City North scheme (approved under now outdated and superseded planning policies). The towers are shown as Zone 1 on Figure 4.1. The two towers will be the tallest buildings in the framework area. It is important to note that tall buildings in this area are no longer supported under current policy as set out below.
- 4.3.3. New development on sites shown as Zone 2 on Figure 4.1 should significantly step down in height from the scale of the two towers. However, developments on these sites may potentially be taller than the existing three to four storey buildings in the area. New development in this transition zone between Zone 1 and Zone 3 should strike an appropriate balance between responding to existing context and recognising the taller elements of the City North scheme.
- 4.3.4. New development within the area shown as Zone 3 on Figure 4.1 should step down in height from development in Zone 2 and sit comfortably alongside the existing building heights context of three to four storey buildings.
- 4.3.5. The acceptable height of new buildings and extensions to existing buildings will be agreed on a site specific basis and will depend on the design, treatment of roofs and the layout of development proposals in relation to the surrounding townscape context.



Figure 4.1 – Indicative building heights



**Planning considerations**

4.3.6. Proposals for new development in the framework area should be designed in line with London Plan Policy 7.7 (Location and design of tall and large buildings), which requires that development



proposals should relate positively to the form, proportion, scale and character of surrounding areas and should not have an unacceptably harmful impact on their surroundings.

- 4.3.7. Core Strategy Policy CS 9 Part A requires that new buildings should be sympathetic in scale and appearance and be completely complementary to local identity. Core Strategy Policy CS 9 Part E requires that new developments and buildings be designed on a human scale and make the most efficient use of the site area. However, it is important to note that tall buildings are not considered appropriate outside of the south of Islington. Development Management Policy DM2.1 (Design) Part C stipulates that 'the only locations in Islington where tall buildings may be suitable are set out in the Finsbury Local Plan'. The Finsbury Local Plan subsequently identifies some areas at the southern boundary of the borough as the only areas suitable for tall buildings, therefore it is important to note that tall buildings will not be supported within the Finsbury Park Framework area. Core Strategy Policy CS 9 Part E refers to the fact that 'high densities can be achieved through high quality design without the need for tall buildings', so whilst tall buildings are not appropriate, new development should still contribute to achieving high density mixed-use development.
- 4.3.8. Part A (vii) of Development Management Policies DPD Policy DM2.1 (Design) provides clear guidance that for a development proposal to be acceptable it is required to 'respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character, surrounding heritage assets and locally distinctive patterns of development and landscape'.

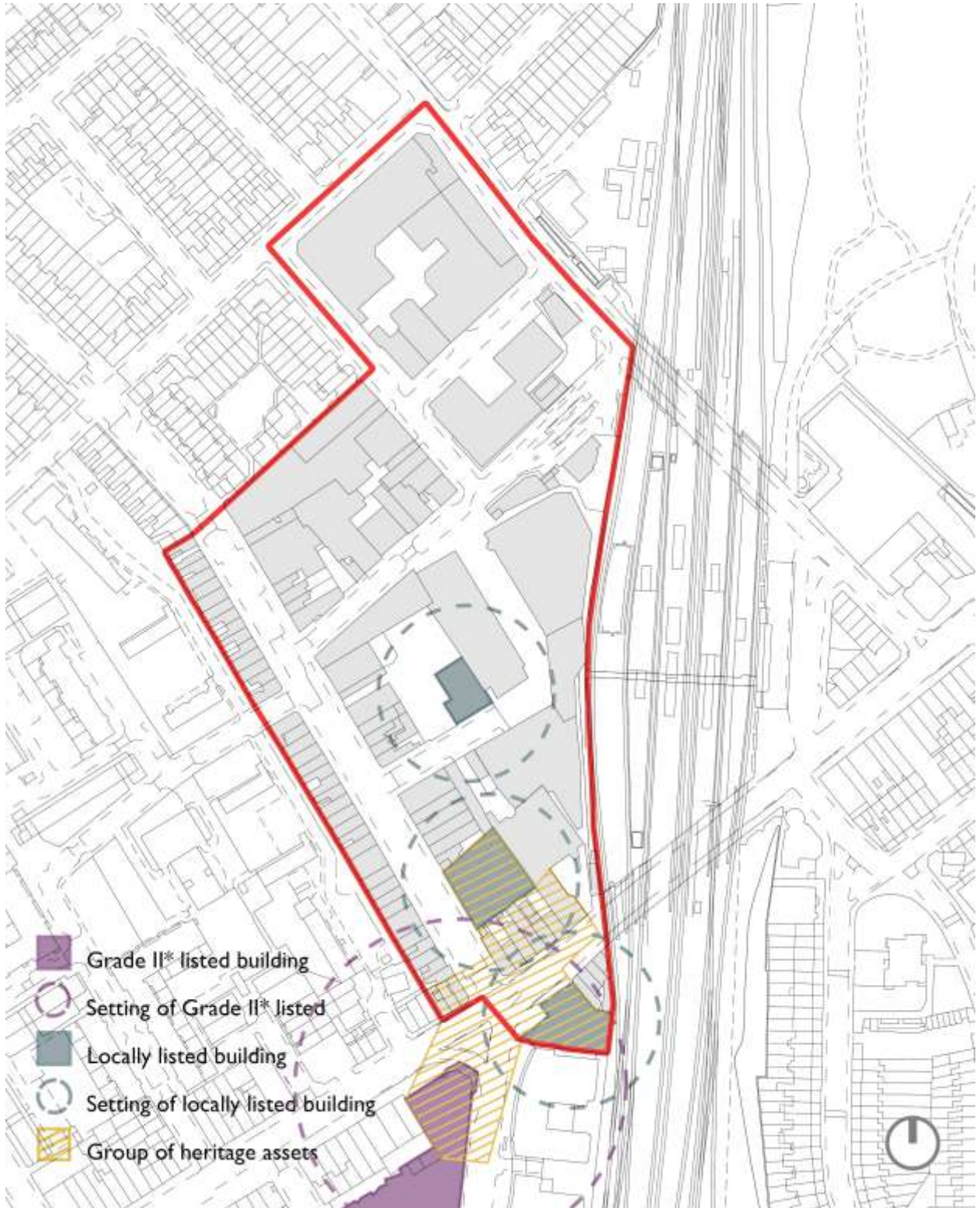
#### 4.4. Historic character and heritage

- 4.4.1. The council expects all development proposals for sites within the framework area to respect and respond to local character and distinctiveness. The framework area includes intact historic building stock, a number of locally listed buildings and a Grade II\* listed building (just outside the framework area). Their setting must be carefully considered as part of any development proposals, which should be brought forward in consideration of the local historic context as shown in Figure 4.2 and in line with the policies set out in paragraphs 4.4.3 to 4.4.8.

#### Spatial guidance

- 4.4.2. Development proposals in certain parts of the framework area will need to pay particular regard to the value and significance of individual and grouped historic buildings (as shown within the yellow line on Figure 4.2) and the setting of designated and non-designated heritage assets.

Figure 4.2 – Heritage context considerations



### Planning considerations

4.4.3. Development proposals should be brought forward in line with London Plan Policy 7.4 (Local character) with careful regard to the area’s existing form, function and structure. Consideration should also be given to existing building scale and massing, and new development should build

on positive existing elements to enhance character. The policy also requires that designs for new development should be informed by the surrounding historic environment.

- 4.4.4. In accordance with London Plan Policy 7.8 (Heritage assets and archaeology), new development must carefully consider the framework area's heritage assets (shown on Figures 3.12 and 4.2), and where appropriate should identify, value, conserve, restore, re-use and incorporate heritage assets. The policy advises that development affecting heritage assets and their settings should conserve their significance by being sympathetic to existing form, scale, materials and architectural detail.
- 4.4.5. Development proposals should be brought forward in line with Core Strategy Policy CS 9 (Protecting and Enhancing Islington's built and historic environment). Part A of this policy requires that new development be sympathetic in scale and appearance and complementary to local identity. In accordance with Core Strategy Policy CS 9 Part B, future development must consider the historic significance of the framework area's unique heritage assets. Core Strategy Policy CS 2 (Finsbury Park) Part F requires that 'the historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park and its surroundings'.
- 4.4.6. Development Management Policy DM2.3 (Heritage) (A) advises that new development that makes a positive contribution to the area's historic environment will be encouraged, and development that harms the significance of the area's heritage assets will not be supported.
- 4.4.7. Development Management Policy DM2.3 (Heritage) (C) (iii) states that 'new developments within the setting of a listed building are required to be of good quality contextual design'. The policy also states that 'new development within the setting of a listed building which harms its significance will not be permitted unless there is a clear and convincing justification, and substantial harm will be strongly resisted'.
- 4.4.8. Development Management Policy DM2.3 (Heritage) (E) provides that 'the council will encourage the retention, repair and reuse of non-designated heritage assets. Proposals that unjustifiably harm the significance of a non-designated heritage asset will generally not be permitted'.

### 4.5. Amenity

- 4.5.1. The council wishes to ensure that development proposals that are brought forward carefully consider the amenity of future users. Development on certain sites in close proximity to busy roads or railway lines will need to pay particular regard to noise and vibration levels, with appropriate mitigation measures provided. Proposals for new development in the framework area should respond to the amenity considerations identified in Figure 4.3 and come forward in line with the policies set out in paragraphs 4.5.4 to 4.5.8.

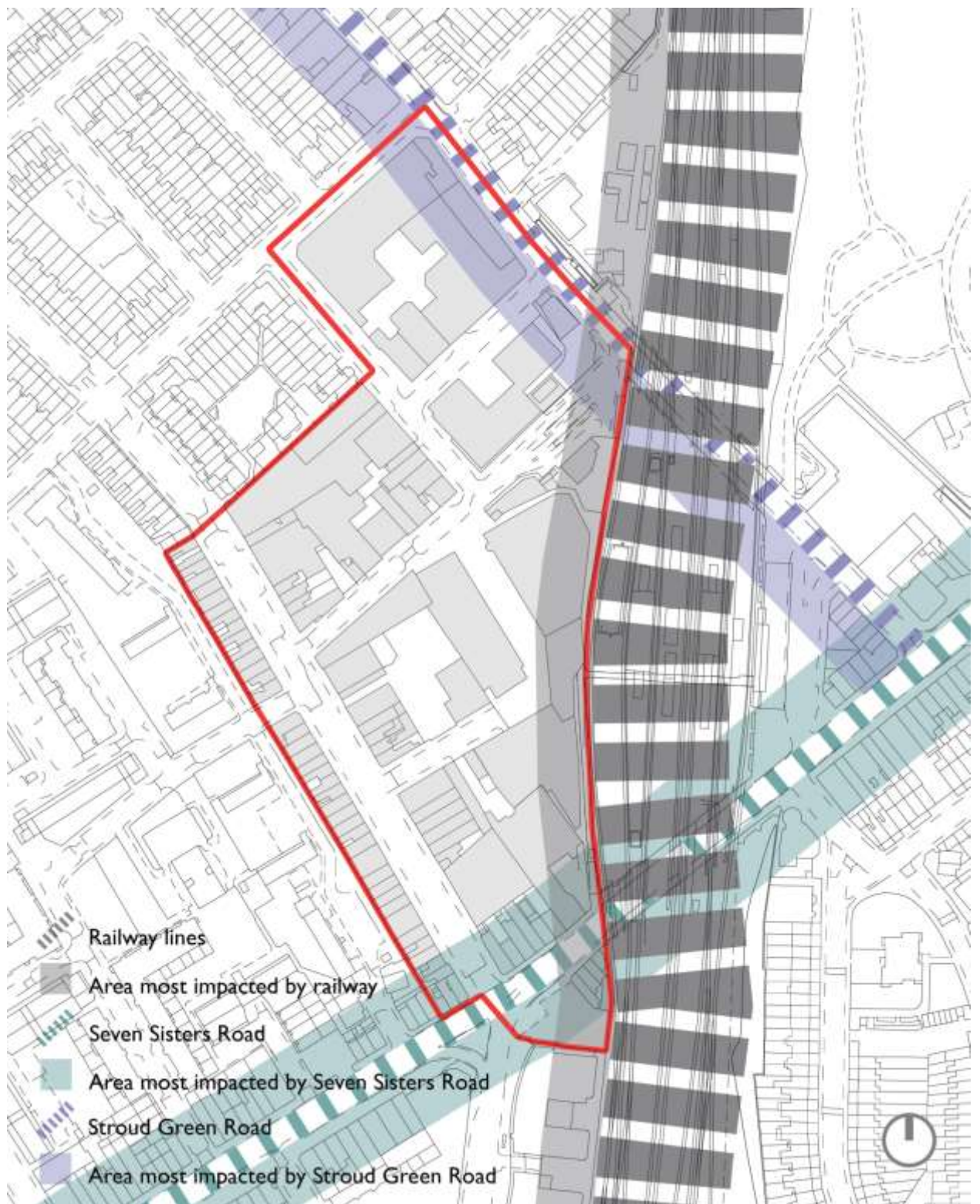
### Spatial guidance

- 4.5.2. Any future development proposals will be required to demonstrate that a high standard of amenity will be achieved for future residents.

- 4.5.3. The operations and viability of existing and future cultural facilities should not be compromised by future neighbouring uses.
- 4.5.4. Development proposals for sites close to Seven Sisters Road, Stroud Green Road and the railway lines that serve Finsbury Park Station should carefully consider amenity issues, in particular the impact of noise and vibration from the road and/or railway.



Figure 4.3 – Amenity considerations



### Planning considerations

- 4.5.5. Development proposals should accord with London Plan Policy 7.15 (Reducing noise and enhancing soundscapes). In line with this policy development proposals should seek to reduce noise by implementing the objectives of the Mayor of London's Ambient Noise Strategy (2004).
- 4.5.6. In line with Core Strategy Policy CS 12 (Meeting the housing challenge) Part F, the design of new residential development should give appropriate consideration to, and avoid or mitigate, any potential noise and vibration issues for future occupants, in particular arising from the railway and major roads.
- 4.5.7. Development Management Policy DM2.1 (Design) Part A (x) adds further detail to this policy, requiring that new development should 'provide a good level of amenity including consideration of noise and the impact of disturbance'.
- 4.5.8. In addition, Policy DM3.7 (Noise and vibration, residential uses) provides further guidance for new residential development regarding noise and vibration. Part D of the policy requires that 'residential developments should be adequately separated from major sources of noise, such as road, rail and certain types of development', whilst Part E requires that 'proposals for residential development adjacent to railway lines (or other sites that may be subject to vibration) should incorporate adequate mitigation to ensure a good standard of amenity for future occupants'. Policy DM 6.1 (Healthy development) also seeks to ensure that the amenity of residents is not compromised by noise nuisance. Part G of the policy states that 'noise sensitive development should be adequately separated from major sources of noise, such as road, rail and certain types of development'.
- 4.5.9. The Site Allocations DPD provides that for new development within Finsbury Park 'developments should achieve an acceptable noise environment for future occupiers of any residential element'.

### 4.6. Design quality

- 4.6.1. The Council expects all development proposals to comprise high quality contextual design in response to the framework area's location within a District Town Centre. High quality design should form the basis of all development proposals, particularly in areas identified in Figure 4.4, and proposals should come forward in line with the policies set out in paragraphs 4.6.6 to 4.6.10.

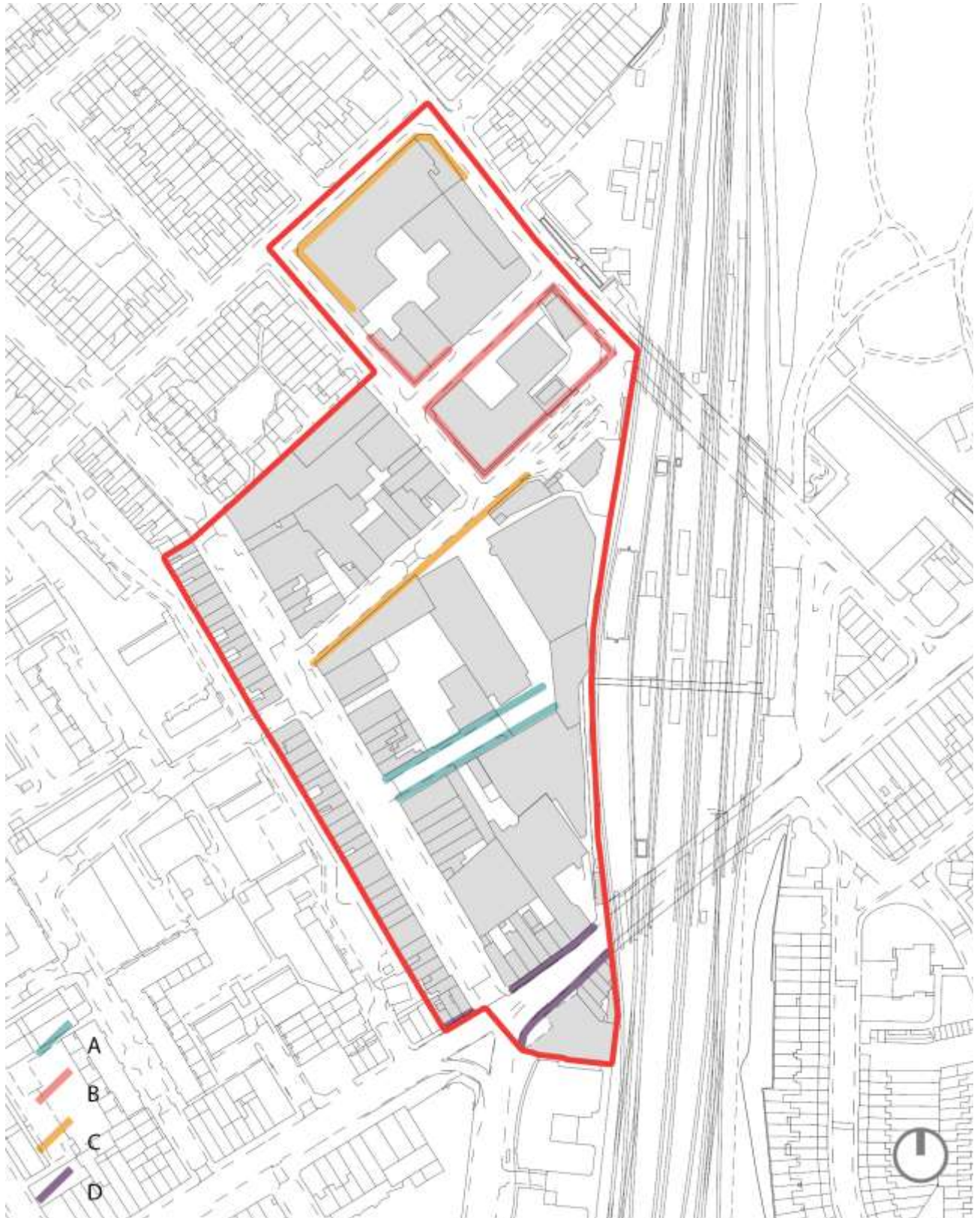
### Spatial guidance

- 4.6.2. Development proposals should respond to the changing character and role of streets that will take place as new developments are delivered in the area. As part of the City North redevelopment, Goodwin Street will be transformed from a cul-de-sac into an important pedestrian route providing access between the new entrance to Finsbury Park Station and Fonthill Road. New development in this area should respond to new role of Goodwin Street as a key pedestrian route and contribute to the creation of a vibrant and active street scene. These frontages are shown as A on Figure 4.4.

- 4.6.3. Proposals for new development on the Clifton House site and the adjacent site on the corner of Morris Place and Clifton Terrace should seek to create high quality, animated street frontages at ground floor level. Future development proposals on these sites should respond to the changing character of the Clifton Terrace, Morris Place and Wells Terrace area that is happening as a result of the redevelopment of the John Jones site to the north of this character area and the City North redevelopment at the southern end of the character area. These frontages are shown as B on Figure 4.4.
- 4.6.4. The street frontages around the John Jones site and the Wells Terrace frontage of the City North site currently lack activity, but as part of the consented schemes that are currently being implemented (as described in 3.3), these frontages will be significantly improved. These frontages are shown as C on Figure 4.4.
- 4.6.5. Sites with planning consents in place also have the potential to contribute positively towards creating improved street frontages and routes within the area. The Wells Terrace frontage of the City North redevelopment, considering its role as a key pedestrian route, should present a high quality route lined by active uses. The Clifton Terrace and Lennox Road frontages of the John Jones scheme should also aim to achieve good design by providing active and animated frontages where possible.
- 4.6.6. Proposals for new development in the Seven Sisters Road section of the framework area should respond to the area's historic context and heritage assets, including the Grade II\* listed former Rainbow Theatre, and the area's role as a key gateway into Finsbury Park. Proposals for new development fronting onto Seven Sisters Road should be of the highest architectural and urban design quality, creating coherent and active street frontages. These frontages are shown as D on Figure 4.4.



Figure 4.4 – Opportunities for improved street frontages





### Planning considerations

- 4.6.7. In line with the London Plan Policy 7.2 (An inclusive environment), new development within the framework area should achieve the highest standards of accessibility and inclusive design and support the principles of inclusive design.
- 4.6.8. In line with the London Plan Policy 7.3 (Designing out crime), any new development within the framework area should seek to create safe, secure and appropriately accessible environments, where crime and anti-social behaviour and the fear of crime do not undermine quality of life or community cohesion.
- 4.6.9. Proposals for new development in the framework area should be designed in line with Core Strategy Policy CS 9 (Protecting and enhancing Islington's built and historic environment). This policy stipulates that high quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive. Part D of Core Strategy Policy CS 9 provides guidance that all new development will need to be based on coherent street frontages, and requires that new buildings fit into the existing context of facades. Proposals for new development in the area should respond to Part G of Core Strategy Policy CS 9, which welcomes innovative approaches to design but does not support pastiche styles. The policy states that 'the Council will establish new advisory mechanisms to ensure the highest standards of architecture and environmental design'.
- 4.6.10. Development proposals for sites in the framework area should be designed in line with Core Strategy Policy CS10 (Sustainable Design). This policy requires new development to contribute to minimising climate change and ensure that the borough develops in a way that respects environmental limits and improves quality of life.
- 4.6.11. Development Management Policy DM2.1 (Design) (Part A) requires that all forms of development in the framework area are of high quality, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area. New development should respect and respond positively to existing buildings, the streetscape and the wider context, including local architectural language and character and surrounding heritage assets. Part A (viii) of the policy also requires that new development should 'reinforce and complement local distinctiveness and create a positive sense of place'.
- 4.6.12. In line with Islington Core Strategy Policy CS 15 (Open Space and Green Infrastructure), development proposals must consider Islington's aspiration to create a greener borough, which includes the protection of trees. Further detail on this policy is provided within Islington's Development Management Policies DPD Policy DM6.2 (New and improved public open spaces) and Policy DM6.3 (Protecting open space) and DM6.5 (Landscaping, trees and biodiversity).

### 4.7. Movement and connectivity

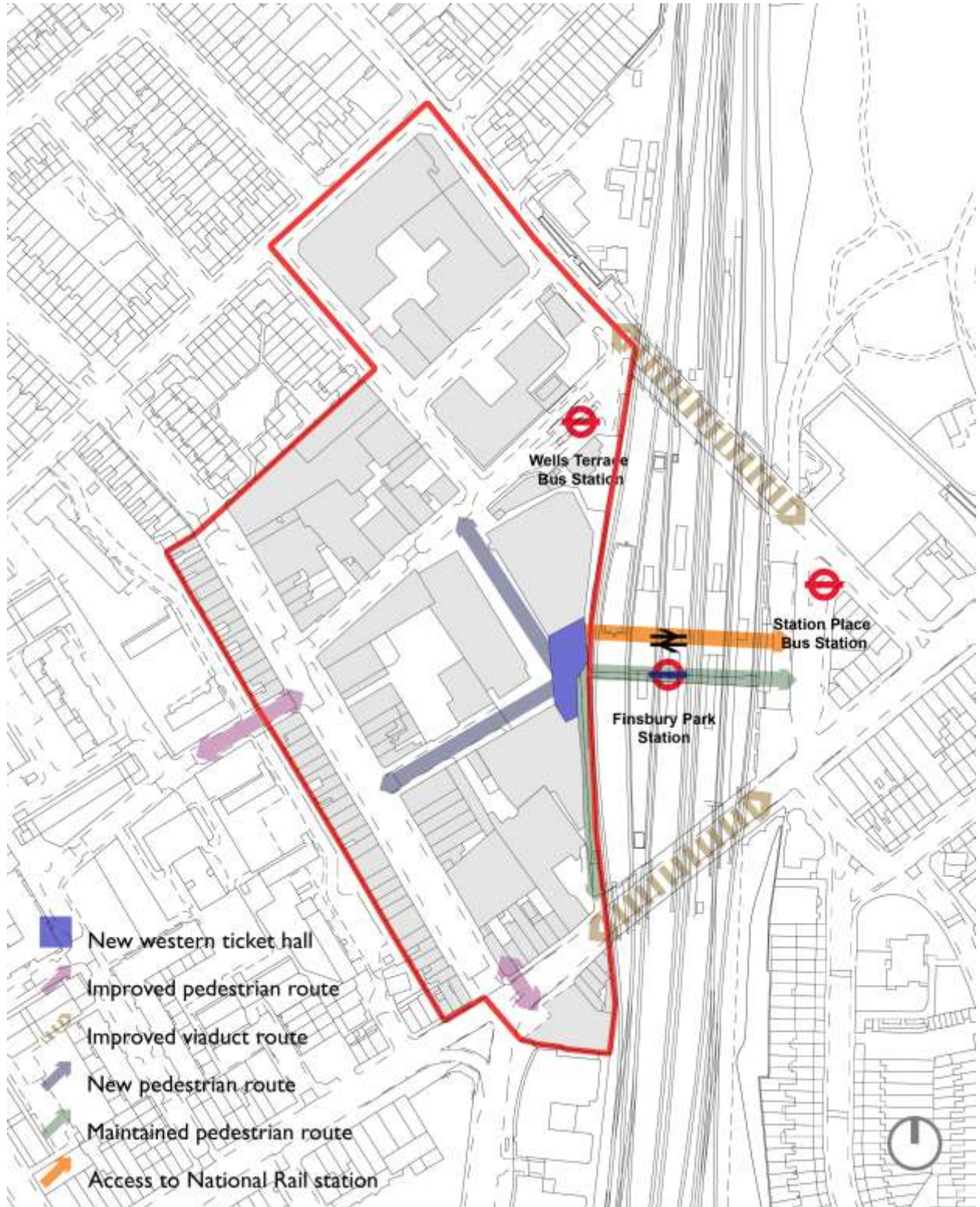
- 4.7.1. The council expects any new development in the framework area to contribute towards improving connectivity across pedestrian, cycle and road movement networks, and to promote sustainable transport choices to lessen potential impacts on the local environment. Proposals for new development, where possible, should respond to the opportunities to improve movement and

connectivity as indicated in Figure 4.5 and should come forward in line with the policies set out in paragraphs 4.7.5 to 4.7.8.

### **Spatial guidance**

- 4.7.2. Proposals for new development should respond to the new routes created as part of the City North development, particularly Goodwin Street, as shown in Figure 4.5. As a consequence of the City North development, Goodwin Street becomes a main pedestrian thoroughfare rather than a cul-de-sac.

Figure 4.5 – Opportunities for improved movement and connectivity



4.7.3. New development proposals should also explore opportunities to improve pedestrian and cyclist movement throughout the framework area, responding to the pedestrian footfall in the area.

4.7.4. Opportunities to facilitate improved routes to the local transport hubs of Wells Terrace bus station and Finsbury Park Station should be considered as part of new development proposals.

### Planning considerations

- 4.7.5. In line with London Plan Policy 6.1 (Strategic approach – transport), development in the framework area should reduce the need to travel by car, encourage walking and cycling and utilise existing local public transport linkages. In addition, any proposed transport improvements should acknowledge that the existing transport infrastructure has to be safeguarded in line with the London Plan SPG ‘Land for Industry and Transport’.
- 4.7.6. In line with Core Strategy Policy CS 2 (Finsbury Park) Part D, the permeability of the wider area and access to Finsbury Park will be improved. These improvements may come forward as part of site redevelopments or in the form of small scale interventions. Developments near to the station should facilitate an improved, less confusing transport interchange and high quality public realm with enhanced permeability.
- 4.7.7. In line with Core Strategy Policy CS 2 (Finsbury Park) Part E, local walking and cycling routes will be improved. Supporting this strategic policy, Development Management Policy DM8.1 (Movement hierarchy) requires that the transport needs of pedestrians, public transport users and cyclists should be prioritised above those of motor vehicles in the design of new development (including buildings, site layouts, public space and transport infrastructure). In addition, Development Management Policy DM2.1 (Design) states that for a development proposal to be acceptable, it is required to improve movement through areas.
- 4.7.8. New development proposals for the framework area must come forward in line with Development Management Policy DM8.1 (Movement hierarchy), which requires the design of new development to prioritise the transport needs of pedestrians, public transport users and cyclists above those of motor vehicles.

### 4.8. Land use

- 4.8.1. The Council requires future development to recognise the framework area’s strategic role at the heart of a District Town Centre and appropriately contribute towards strengthening and enhancing the wider Finsbury Park Town Centre area. Proposals for new development in the framework area should come forward in line with the policies set out in paragraphs 4.8.5 to 4.8.16.

### Spatial guidance

- 4.8.2. The council wishes to see new development contribute to the vitality of the wider Finsbury Park District Town Centre, including its role as a retail centre and cultural hub, and the achievement of a high quality mixed-use environment.
- 4.8.3. The council wishes to see new development provide renewed employment floor space, which may include the provision of Small and Medium Size Enterprise (SME) space and affordable workspace. Employment floor space may include retail, commercial, public and community leisure uses and social infrastructure uses (such as the Credit Union).



- 4.8.4. An element of residential development is encouraged, but development should give primacy to commercial uses.

### Planning considerations

- 4.8.5. The London Plan (table A2.1) identifies Finsbury Park as a District Town Centre. In accordance with London Plan Policy 2.15 (Town Centres) Part C, development proposals must sustain and enhance the vitality and viability of the wider Finsbury Park Town Centre. This policy also requires that proposals conform to London Plan Policy 4.7 (Retail and Town Centre development), which requires that proposals for retail uses fully consider existing need, and are appropriate to the existing scale, role and function of the town centre.
- 4.8.6. In line with Core Strategy Policy CS 14 (Retail and Services), new retail development must contribute to providing a diverse retail provision and a good range of goods and services for the people who live, work and study in the borough. Proposals for the framework area should positively contribute to the intensification of retail uses whilst considering local context: development proposals should not compromise or undermine the success of the nearby Nag's Head Town Centre, which is identified in the Core Strategy as a District Town Centre (Policy CS 3 Nag's Head and Upper Holloway Road).
- 4.8.7. Further detail on land uses is provided within the Development Management Policies DPD. Development proposals are required to take account of Policy DM4.1, (Maintaining and promoting small and independent shops), Policy DM4.4 (Promoting Islington's Town Centres), Policy DM4.5 (Primary and secondary frontages), Policy DM4.6 (Local shopping areas), Policy DM4.8 (Shop fronts) and Policy DM4.10 (Public Houses). Proposals should also pay regard to Development Management Policy DM4.3 Section B (Location and concentration of uses), which seeks to ensure a broad mix of appropriate uses in town centres, and protect the character, function and amenity of an area. Policy DM4.3 also seeks to restrict the cumulative negative impacts of certain uses that would unacceptably affect the amenity, character and function of the area. An SPD that provides further detail on this policy is being developed.
- 4.8.8. The main streets within the framework area have been identified as primary or secondary retail frontages (see Figure 3.14). Fonthill Road and Stroud Green Road are primary retail frontages and the northern sides of Wells Terrace and Seven Sisters Road are secondary retail frontages. Development Management Policy DM4.5 seeks to ensure that retail uses will not fall below 60% within the primary frontages, or 50% within secondary frontages.
- 4.8.9. Alongside retail and traditional town centre uses, the Council wishes to see other land use come forward within the framework area. Housing, employment uses (including offices, light industrial, storage and distribution), hotel, arts, community and leisure uses are considered appropriate and conducive to creating a vibrant, mixed town centre.
- 4.8.10. Any development proposals for housing should be brought forward in accordance with London Plan Policy 3.3 (Increasing housing supply), Policy 3.4 (Optimising housing potential) and Policy 3.5 (Quality and design of housing developments). These policies seek to ensure that new housing development contributes to increasing overall housing provision, considering local

context and character to optimise housing outputs, and secure the best possible quality housing product.

- 4.8.11. Development proposals for office use should accord with London Plan Policy 4.2 (Offices) and Policy 4.3 (Mixed use development and offices), which require that the provision of office development should provide for a mix of accommodation and specifications to suit varied requirements.
- 4.8.12. In line with Core Strategy Policy CS 2 (Finsbury Park) the redevelopment of low-density employment areas within the Finsbury Park Town Centre to provide mixed-use developments of housing, employment, retail and leisure uses is supported in principle.
- 4.8.13. The Council's Site Allocations DPD builds upon Core Strategy CS 2 and provides guidance on how key sites should be developed. Three allocated sites fall within the framework area: sites FP1, FP2, and FP4 (see Figure 2.2). Details of each of these sites and the proposed land uses are provided at A1.1.9 of Appendix 1. In general the allocations envisage a mix of uses, with a balance of office, retail, residential, light industrial, community and leisure uses.
- 4.8.14. In line with Core Strategy Policy CS 12 Part G, any development proposal for housing will be required to include the maximum reasonable amount of affordable homes. Any residential development proposals in the area should provide a range of housing unit sizes, in accordance with Policy CS12, Part E and DM3.1. Proposals for residential developments of less than ten units should make a contribution towards affordable housing as outlined in the Affordable Housing and Small Sites Contributions SPD (2012).
- 4.8.15. Any development proposals for new employment space should come forward in line with Core Strategy Policy CS 13 (Employment Spaces) Part A. Proposals that would see a loss of employment floorspace should pay regard to Part B of this policy. Part C of Core Strategy Policy CS 13 sets out requirements for new development to provide jobs and training opportunities.
- 4.8.16. A number of Development Management Policies build upon Policy CS 13; Policy DM5.1 (New business floorspace), Policy DM5.2 (Loss of existing business floorspace) and Policy DM5.4 (Size and affordability of workspace) should all be considered when bringing forward development proposals.

### 4.9. Viability

- 4.9.1. Core Strategy Policy CS 12 requires that a viability assessment is submitted to the council for any future development proposal in Islington. The viability assessment should be shared with the council prior to the submission of a planning application.
- 4.9.2. The council adopted the Planning Obligations SPD in November 2013. This sets out the council's approach to assessing development viability. The SPD, at paragraph 9.31, states: "there are currently a number of sources of guidance relating to development viability. These guidance notes take a range of approaches to certain aspects of development viability. It is for the council

to determine the most appropriate approach to be taken in each case. Applicants and their agents should discuss this with the council at an early stage”.

- 4.9.3. The existing use value plus a landowner premium is a commonly taken approach to ‘benchmark’ or ‘threshold’ the land value. The premium is based on a land payment that is likely to release the land for development, taking into account the circumstances of the site. The council considers that the existing use value plus a landowner premium is the most appropriate approach to take for the framework area. A viability assessment for any future development proposal for sites within the framework area should benchmark the land value based on the site’s existing use, plus a premium to ensure the release of the site for development.
- 4.9.4. The council’s development plan policies and Community Infrastructure Levy (CIL) Schedule (2014) must be fully taken into account when a viability assessment is prepared for any future development proposal for sites within the framework area, in particular Core Strategy Policy CS 12. A viability assessment must demonstrate that the maximum reasonable amount of affordable housing has been provided, taking account of the strategic target of 50% of housing, over the development plan period, should be affordable at a ratio of 70% social rented and 30% intermediate. Therefore, 50% affordable housing must be the starting point when determining whether the maximum reasonable amount of affordable housing has been provided.
- 4.9.5. If future development proposals for the framework area fall short of the development plan requirements, a review mechanism will be required as part of a section 106 agreement for the site. In these circumstances, a revised viability assessment will be required to reassess viability at the point of delivery. If the revised assessment demonstrates that the proposed development is capable of providing additional affordable housing, or other requirements that would have otherwise been necessary, the developer will at that point be required to provide this.
- 4.9.6. Detailed information on preparing an appropriate viability assessment is provided in Islington’s Planning Obligations SPD paragraphs 9.29 to 9.46. Any subsequent guidance on viability produced by Islington Council should also be followed.

## Appendix 1 - Planning requirements

### A1.1 Key planning policies

A1.1.1 The following sections identify most of the key policies relevant to any future development proposals for the Finsbury Park Development Framework SPD area. However, this list is not exhaustive, and any applicants for development in the area should comply with all of the planning policies that are relevant to the area.

#### London Plan

A1.1.2 The London Plan is available to for download at the following web address:  
[www.london.gov.uk/priorities/planning/londonplan](http://www.london.gov.uk/priorities/planning/londonplan)

A1.1.3 Key policies from the London Plan that are relevant to the framework area include (but are not limited to)

- Policy 2.15 Town Centres
- Policy 4.7 Retail and Town Centre development
- Policy 6.1 Strategic approach (transport)
- Policy 6.4 Enhancing London's transport connectivity
- Policy 6.11 Smoothing traffic flow and tackling congestion
- Policy 7.2 An inclusive environment
- Policy 7.3 Designing out crime
- Policy 7.4 Local character
- Policy 7.8 Heritage assets and archaeology
- Policy 7.15 Reducing noise and enhancing soundscapes

#### Islington Core Strategy

A1.1.4. Islington's Core Strategy (adopted February 2011) is an important document within the Local Plan. The Core Strategy sets out Islington's plan for the future, influences planning decisions and will shape the development of the borough to 2025 and beyond. Islington Council's Core Strategy is available for download at the following web address:

[www.islington.gov.uk/services/planning/planningpol/local\\_dev\\_frame/pol\\_corestrat/Pages/default.aspx](http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/pol_corestrat/Pages/default.aspx)

A1.1.5. The following objectives of Islington's Core Strategy should be considered when preparing development proposals within the framework area:

- **Objective 2** - securing a supply of housing which encourages mixed communities, where the main priority will be maximising provision of social rented housing. Mixed communities include, (but are not limited to), different tenures, household sizes, and ages (including families, older people and disabled people)



- **Objective 3** - meeting and seeking to exceed the minimum regional targets for housing supply, with new housing contributing to the increased quality of life for residents
- **Objective 4** - ensuring new development and the spaces around it provide a high quality environment that is accessible to all residents, employees and visitors
- **Objective 5** - maintaining and enhancing Islington's historic environment through conservation-led regeneration initiatives
- **Objective 6** - promoting neighbourhoods that support a sense of wellbeing, specifically; to reduce health inequalities in the borough by encouraging healthier choices including, (but not limited to), the use of open spaces, play opportunities and access to both high quality sports facilities and health care facilities
- **Objective 7** - maintaining the growth in employment by ensuring a broad range of opportunities exist for all types and sizes of businesses across all parts of Islington
- **Objective 9** - ensuring a range of provision of shopping, leisure and local services which serve the local community and support Islington's economy
- **Objective 11** - encouraging new hotels/visitor accommodation where it benefits Islington's economy and enhances the local area
- **Objective 12** - minimising the borough's contribution to climate change and ensuring we are able to cope with the effects of a changing climate
- **Objective 13** - reducing Islington's impact on the environment by using resources, including energy, water and other materials, as efficiently as possible
- **Objective 15** - delivering high quality, multi-functional green infrastructure alongside development throughout the borough
- **Objective 16** - protecting and enhancing biodiversity in the borough and increasing access to nature
- **Objective 17** - encouraging walking and cycling over public transport use and encouraging all of these over car use
- **Objective 18** - improving transport connections to ensure that public transport capacity is sufficient to meet the needs of those who live, work, and study in the borough and that capacity is also sufficient to allow access to work, study and leisure opportunities beyond the borough
- **Objective 19** - using significant transport improvements to lead regeneration.

A1.1.6. Key policies from Islington's Core Strategy that are relevant to the framework area include (but are not limited to):

- Policy CS 2 Finsbury Park
- Policy CS 9 Protecting and enhancing Islington's built and historic character
- Policy CS 10 Sustainable design
- Policy CS 12 Meeting the housing challenge
- Policy CS 13 Employment spaces
- Policy CS 14 Retail and services
- Policy CS 15 Open space and green infrastructure
- Policy CS 18 Delivery and Infrastructure

A1.1.7. A number of key objectives specific to the framework area form part of an area-specific policy for the area. Core Strategy Policy CS 2 is the main policy that will guide the future development of the framework area. The policy is set out below:

- A. Finsbury Park is a District Town Centre with main retail frontages along Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road. The Development Management Policies development plan document will define the town centre area and contain detailed policies for managing development within shopping areas.
- B. Redevelopment of low density employment sites around Finsbury Park station is supported to provide mixed-use developments of housing, employment (office, light industrial, storage and distribution), retail and leisure. Loss of some storage and distribution floorspace on these sites may be acceptable if re-provided by intensified use of surrounding sites. These sites will provide between 500-700 units of housing. Self-contained conventional housing and employment uses will take priority over other uses above ground floor in this area.
- C. New developments near the station will be planned to facilitate an improved, less confusing transport interchange location and high quality public realm together with enhanced permeability.
- D. Permeability and legibility of the wider area, including areas within housing estates, and access to Finsbury Park will be improved through a combination of site redevelopments and small scale interventions linked to a public realm strategy. Joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.
- E. There will be improved walking and cycling routes through Finsbury Park area to Highbury Corner, and from Highbury Fields to Caledonian Park, to encourage walking and cycling for local residents, London Metropolitan University students and visitors to the Emirates (Arsenal) Stadium.
- F. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park

and its surroundings.

### **Islington Council's Site Allocations Development Plan Document**

#### **A1.1.8**

Another important document is Islington Council's Site Allocations Development Plan Document (DPD). This DPD sets out site specific use allocations policies for key development sites and areas where particular uses should be intensified. The document does not list every site, but focuses on strategic development sites that will deliver significant amounts of development such as housing or employment space, or other sites where there is a need for specific objectives, such as community facilities or open space. A number of sites within the framework area are included within the Site Allocations DPD. Islington Council's Site Allocations DPD is available to download from the following web address:

[www.islington.gov.uk/services/planning/planningpol/local\\_dev\\_frame/Pages/site-allocations.aspx](http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/Pages/site-allocations.aspx)

#### **A1.1.9**

Details of the site allocations that are relevant to the framework area are set out below:

#### ***Site Allocation FP1, Finsbury Park Core Site***

*Site A – City North, Fonthill Road & 8-10 Goodwin Street, N4*

Comprehensive redevelopment of the site to provide a large mixed use development incorporating residential, office, commercial and leisure floorspace. A significant element of public open space is required, and should facilitate future pedestrian access into Finsbury Park Station from Goodwin Street.

*Site B – 2-10 (even) and 14 Morris Place and 9-15 The Parade, N4 3JG*

Redevelopment of the site to provide improved light industrial floorspace for the existing business alongside student accommodation, residential uses and retail uses. The number of student accommodation units accommodated on the site must not exceed the 475 units consented in planning permission P100197.

*Site C – Morris Place / Wells Terrace (including Clifton House) N4 2AL*

Comprehensive employment-led mixed use redevelopment of the site to include commercial business, retail/leisure and residential floorspace, public open space and community and leisure space. Proposals should seek to maximise employment floorspace, including, where viable, the re-provision of the existing amount of business floorspace.

#### ***Site Allocation FP2, 129-131 and 133 Fonthill Road and 13 Goodwin Street***

Retail-led mixed use development to complement the unique character of Fonthill Road (as a fashion corridor) and contribute to the vitality of Finsbury Park District Town Centre. Active retail frontages at the ground floor, particularly along Fonthill Road. Other suitable uses include hotel, employment (retail) and business, subject to evidence there is adequate provision for servicing. An element of residential may be acceptable.

**Site Allocation FP4, 97-103 Fonthill Road**

Mixed-use development with active retail employment uses on the lower floor(s). Fonthill Road is one of the key retail areas within Finsbury Park, any development should therefore give primacy to retail uses and contribute to the overall vitality of the town centre. Re-provision of business and educational uses currently on the site is strongly encouraged.

**Islington Council's Development Management Policies Development Plan Document**

**A1.1.10** The document that informs the appropriate use of development sites in the framework area is Islington's Development Management Policies Development Plan Document (DPD). The Development Management Policies adds detail to and complement the spatial and strategic policies of the Core Strategy, and its policies are used to determine applications for planning permission in the Finsbury Park Town Centre area, alongside other relevant planning policies. Islington Council's Development Management Policies document is available to download from the following web address:

[www.islington.gov.uk/services/planning/planningpol/local\\_dev\\_frame/Pages/development-management-policies.aspx](http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/Pages/development-management-policies.aspx)

**A1.1.11** Key policies from the Development Management Policies DPD that are relevant to the framework area include (but are not limited to):

- Policy DM2.1 Design
- Policy DM2.2 Inclusive Design
- Policy DM2.3 Heritage
- Policy DM2.4 Protected views
- Policy DM3.1 Mix of housing sizes
- Policy DM3.4 Housing standards
- Policy DM4.1 Maintaining and promoting small and independent shops
- Policy DM4.2 Entertainment and the night-time economy
- Policy DM4.3 Location and concentration of uses
- Policy DM4.4 Promoting Islington's Town Centres
- Policy DM4.5 Primary and secondary frontages
- Policy DM4.6 Local shopping areas
- Policy DM4.8 Shopfronts
- Policy DM4.10 Public Houses
- Policy DM5.1 New business floorspace
- Policy DM5.2 Loss of existing business floorspace
- Policy DM5.4 Size and affordability of workspace
- Policy DM6.1 Healthy development
- Policy DM6.2 New and improved open space
- Policy DM6.3 Protecting open space
- Policy DM6.4 Sport and recreation

- Policy DM6.5 Landscaping, trees and biodiversity
- Policy DM6.6 Flood prevention
- Policy DM7.1 Sustainable design and construction
- Policy DM7.3 Decentralised Energy Networks
- Policy DM7.4 Sustainable design standards
- Policy DM7.5 Heating and cooling
- Policy DM8.1 Movement hierarchy
- Policy DM8.3 Public transport
- Policy DM8.4 Walking and cycling
- Policy DM8.5 Vehicle parking
- Policy DM8.6 Delivery and servicing for new developments
- Policy DM9.1 Infrastructure

### Other relevant documents and information

#### A1.1.22

In addition to the planning policy documents identified above, planning policy documents relevant to the redevelopment of the framework area include:

- Islington Urban Design Guide Supplementary Planning Document (adopted December 2006)

[www.islington.gov.uk/services/planning/planningpol/pol\\_supplement/Pages/urbandesignguide.aspx?extra=19](http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/urbandesignguide.aspx?extra=19)

- Islington Planning Obligations Supplementary Planning Document (adopted November 2013)

[www.islington.gov.uk/services/planning/planningpol/pol\\_supplement/Pages/planningobligations.aspx?extra=24](http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/planningobligations.aspx?extra=24)

- Islington Streetbook Supplementary Planning Document (adopted October 2012)

[www.islington.gov.uk/services/planning/planningpol/pol\\_supplement/Pages/Streetbook.aspx](http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/Streetbook.aspx)

### **A1.2 Planning applications**

A1.2.1 Islington Council strongly recommends that pre-planning application discussions be undertaken prior to submitting a planning application, so that the council and potential developers can discuss proposals and determine the relevant documents and information that will be needed to process any planning application.

A1.2.2 Any applications proposing works to the Transport for London Road Network (TLRN) can only be undertaken in consultation and with the approval of Transport for London.

A1.2.3 Full details of Islington Council's pre-planning procedure, applicable fees and validation requirements can be obtained from the following website:

[www.islington.gov.uk/services/planning/applications/Pages/default.aspx?extra=9](http://www.islington.gov.uk/services/planning/applications/Pages/default.aspx?extra=9)



Report of: **Executive Member for Children and Families**

Meeting of:	Date	Ward
Executive	12 March 2015	Bunhill

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## **SUBJECT: Contract Award for the Moreland Primary School and Children's Centre Redevelopment**

### **1. Synopsis**

- 1.1 The redevelopment of Moreland Primary School and Children's Centre is as a capital investment priority for the council. The existing condition and suitability of the school buildings means that these works are required. The wider redevelopment of the Kings Square Estate is dependent upon the completion of works to redevelop Moreland Primary School and Children's Centre.

This report seeks approval to award a contract for the redevelopment of Moreland Primary School and Children's Centre to Morgan Sindall Group plc and to delegate to officers authority to finalise contract documentation. Details are provided of the works relating to the proposed contract, programme and timescales as well as budget.

In addition to the educational investment, officers from Children's Services and Housing Services have been working together to coordinate the wider re-development of the Kings Square Estate.

### **2. Recommendations**

- 2.1 To note progress on the development of proposals for the redevelopment of Moreland Primary School and Children's Centre, programme and affordability.

To agree to award a contract for the redevelopment of Moreland Primary School and Children's Centre to Morgan Sindall Group plc.

To authorise the Corporate Director of Children's Services in consultation with the Corporate Director of Finance and Assistant Chief Executive (Governance and HR) to negotiate and agree the design and build contract documentation with Morgan Sindall Group plc.

Subject to agreement being reached on the contract documentation relating to Moreland Primary School and Children's Centre, to authorise the Assistant Chief Executive, Governance and HR (or such other officer as may be authorised by her in accordance with Article 14.05 of the

Council's Constitution) to enter into the contractual documentation to give effect to the award of the Moreland Primary School and Children's Centre contract to Morgan Sindall Group plc.

To note implications relating to the wider Kings Square development.

### **3. Background**

3.1 The Executive approved the procurement strategy in January 2014. Following a competitive process using the IESE Framework for Major Projects, the council appointed Morgan Sindall Group plc to undertake pre-construction services relating to the redevelopment of Moreland Primary School and Children's Centre. This was confirmed by an Urgent Key Decision in July 2014.

Since this date, the council and key stakeholders have worked with Morgan Sindall to develop detailed design and construction proposals for this scheme. The planning application was submitted on 12 December 2014, and is scheduled to be determined by the Planning Committee on 24 March 2015. Morgan Sindall Group plc have commenced open book competitive tendering of works packages (market testing) and detailed analysis of this information and related contractor proposals are scheduled to be finalised by the end of March 2015.

The following provides a summary of the development and construction programme:

- Planning Application to be determined by Planning Committee 24 March 2015.
- Completion of Morgan Sindall's Market Testing and confirmation of Contractor Proposals end March 2015.
- Contract Close April 2015
- Construction Start April 2015\*
- Construction End (new school facilities) September 2016
- Construction end (demolition and landscaping) December 2016.

\*note: consideration is being given to advancing some elements of works in order to achieve the overall completion date of September 2016, for example; establishing site compound and hoarding, demolition of existing (vacant) Children's Centre building, pre-orders for essential machinery and equipment with long lead in times. Such "enabling works" can be added to the existing pre-construction services contract with Morgan Sindall by variation. The scope and associated costs are currently being developed between the council and Morgan Sindall Group plc.

In summary, the redevelopment of Moreland Primary School and Children's Centre will provide:

- New facilities for Moreland Primary school with capacity for two forms of entry
- A new Children's Centre, including provision for 2 year olds.
- Demolition of the existing school and children's centre buildings and associated landscaping.
- The new buildings will achieve BREEAM (Building Research Establishment Environmental Assessment Method) excellent rating and will be connected to the Bunhill District Heat Network
- On completion of the demolition and landscaping, the areas previously agreed by Executive will be declared surplus to education use and disposed of for development as part of the wider Kings Square redevelopment.
- Disabled access

These works will significantly address the stock condition issues that the school currently suffers and will provide school facilities which are better able to deliver the Key Stage 1 and 2 curricula. The latest OFSTED report dated 17-18 December 2013 assessed the school as Requires Improvement. A monitoring inspection visit on 6 June 2014 confirmed that senior leaders at the school and governors are taking effective action to tackle areas noted as requiring improvement.



## **4 Implications**

### **Financial Implications**

- 4.1 There is an approved capital budget for the redevelopment of Moreland Primary School and Children's Centre.

Preliminary market testing and cost analysis undertaken in December 2014 indicate that the development is viable within the overall project capital budget.

The actual value of the Design and Build contract with Morgan Sindall Group plc will be determined following completion of market testing and as detailed contractor proposals are finalised towards the end of March 2015. Updated financial analysis will be available at the Executive meeting on 12 March 2015.

The council will take into account other project costs associated with the development, for example: ICT network and user equipment, decant costs, professional fees; survey costs; preparatory works; and planning fees, and will allow reasonable contingency for costs associated with the connection to the Bunhill District Heat Network, Community Benefits Agreement and for unknowns which may occur.

Any costs above the approved capital budget will be met from the Children's Services capital contingency.

- 4.2 **Legal Implications**

#### **School refurbishment contract**

The council has a duty to provide and maintain sufficient schools for the provision of primary education in its area (sections 14 and 16 of the Education Act 1996). Accordingly the council has power to enter into a contract for the construction of new school buildings at Moreland Primary School (section 1 of the Local Government Contracts Act 1997).

The threshold for works contracts for the application of the Public Contracts Regulations 2006 is currently £4,322,012. The value of the contract to be let is above this threshold. As a result of previous Executive approvals, a design and build contractor is being procured from the IESE Framework for Major Projects. That framework was established following a competitive tendering exercise undertaken in accordance with the Public Contracts Regulations 2006.

The Council is able to utilise the IESE Framework for Major Projects. A Partnering and Access Agreement has been entered into with IESE in order to use the framework for this scheme. Following the mini-competition pursuant to the IESE framework, a Pre-Construction Agreement was entered into with Morgan Sindall Group plc. It is now intended that a JCT form of Design and Build Contract is utilised for the development in accordance with the Pre-Construction Agreement.

The Secretary of State approved the Council's application to dispose of part of the outside recreational area at Moreland School for housing development under Section 77 of the Schools Standards and Framework Act 2006 at the end of August 2013.

Accordingly the contract for the redevelopment of Moreland Primary School and Children's Centre may be awarded to Morgan Sindall plc provided the price represents value for money for the Council.

Morgan Sindall's final proposals once received may require further clarification and negotiation to ensure that no unreasonable risk is transferred to the Council.

## **Kings Square Redevelopment**

The Department for Education provided approval to the Council's application under Schedule 1 of the Academies Act 2010 in January 2013. The Secretary of State approved the Council's application to dispose of playing fields under Section 77 of the Schools Standards and Framework Act 2006 at the end of August 2013.

The design and construction proposals for Moreland Primary School and Children's Centre have been developed mindful of the wider Kings Square redevelopment project, and are in accordance with the previously approved Planning Development Brief for the area.

The current programme assumes completion of all works in December 2016, at which point areas of the school site previously agreed by Executive will be declared surplus to education requirements and will form part of the Kings Square redevelopment.

### **4.4 Environmental Implications**

The energy efficiency of the existing 1960s building stock is poor. Poor insulation and U values mean that the building is difficult to heat during winter months and overheats during the summer. This is compounded by out-dated heating systems and controls.

In providing a new building for the School and Children's Centre, it is intended that the thermal performance of the school will be significantly improved. In addition, green roofs with rainwater attenuation will improve biodiversity and provide a more sustainable urban drainage. The new facilities are to achieve a BREEAM excellent rating. A more efficient heating system will also improve the energy consumption of the school and assist in providing school environments more conducive to teaching and learning. The school's heating system is being designed to connect to the Bunhill District Heat Network.

Environmental and sustainability criteria formed part of the evaluation criteria used to select contractors on the IESE Framework.

### **4.5 Resident Impact Assessment**

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

The works will improve the quality of educational provision for all children at the school. The works will enable the school to better meet national guidelines for space standards and make significant improvements to the working environment for pupils and staff. Pupils will benefit from improvements to heating and lighting systems.

The new facilities will provide disabled access in compliance with the Equality Act 2010.

It is known that there are slightly higher proportions of Black and Minority Ethnic pupils and pupils whose first language is not English in community schools and investment in this project would have a positive benefit for those communities.

The proposed development will provide high quality facilities for all members of the community and allow the school to act as a social hub in the locality by improving community access and opportunities with dedicated spaces. It will also allow the school to extend and enhance its extended school agenda, thereby benefitting those areas of the community most in need, subject to relevant community consultation and any planning conditions.

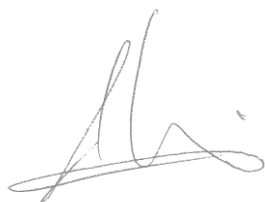
## 5 Conclusion and reasons for recommendations

The proposed development will significantly enhance facilities at Moreland Primary School and Children's Centre and will enable the further redevelopment of the Kings Square Estate. To meet the required completion date (September 2016), the programme Contract Close is scheduled for in April 2015. Approval is sought to award the contract to Morgan Sindall Group plc and to delegate powers to officers to finalise contract documentation.

**Background papers: None**

Final report clearance:

**Signed by:**



24 February 2015

Executive Member for Children and Families

Date

Report Author: Tom Louvre, Capital, Asset Management and Contracts Manager, Children's Services  
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Report of: **Executive Member for Environment and Transport**

Meeting of:	Date	Ward(s)
Executive	12 March 2015	All

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Appendix A of this report is exempt and not for publication

## **SUBJECT: Contract Award - Pay by Phone Parking Service**

### **1. Synopsis**

- 1.1 This report outlines the tender exercise that the Council has completed in respect of the Pay by Phone Parking Service and recommends a supplier to be awarded the contract.
- 1.2 The Procurement Strategy for this contract was agreed in a report to Executive on 18 September 2014.

### **2. Recommendations**

- 2.1 To agree the award of the Pay by Phone Parking Services contract to Paypoint Mobile and Online for a 5-year term commencing 1 May 2015, with an option to extend for a further two years.

### **3. Background**

- 3.1 In December 2008, the Council introduced a pay by phone parking option in two controlled parking zones (CPZs). In 2010, this service was extended and offered at all paid for parking locations within the borough.
- 3.2 In August 2011, Islington became the first local authority in the UK to trial a cash payment option through local retail establishments. This subsequently allowed the Council to switch off the coin facility at 300 pay and display machines throughout the borough, saving on cash collection and maintenance costs.
- 3.3 Pay by phone parking transactions amount to £4.5m per annum which equates to 65% of short term

parking income.

- 3.4 The current contract currently operates on a three month waiver extension expiring 30 April 2015.
- 3.5 A procurement exercise has been carried out by Traffic and Parking Services in conjunction with the Procurement Unit in line with the Council's Procurement Code. A business case was presented to the Procurement Board on 26 June 2014 and an advertisement was placed in the Official Journal of the European Journal (OJEU) on 10 October 2014.
- 3.6 The procurement strategy for this contract was agreed by the Executive on 18 September 2014 and the tender submission stage ended on 8 December 2014. Tender responses were received from three suppliers.
- 3.7 Pricing criteria made up 50% of the evaluation criteria, with the remaining 50% comprising pre-determined quality criteria. These latter were as follows:
1. Proposed methodology and approach for undertaking and delivery of services;
  2. Proposed reporting methodology of management information;
  3. Proposed approach to customer services and customer focus;
  4. Equality and diversity.
- 3.8 After evaluation and based on the above criteria, it is recommended that Paypoint Mobile and Online be awarded the contract (see the attached Tender Evaluation scores in exempt Appendix A). This supplier is the incumbent contractor and will pay the staff delivering the service at or above the London Living Wage.
- 3.9 In line with the Council's Charter for Fairness and Equality, where traditional coin operated pay and display machines have or will be removed a cash alternative payment option has and will be maintained through local retailers for people still wishing to pay by cash.

## **4. Implications**

### **4.1 Financial implications:**

The annual cost of the contract will be met through existing budgets within the parking account.

### **4.2 Legal Implications:**

The Council has power to regulate traffic and make charges for parking under section 6 of the Road Traffic Regulations Act 1984. The Council has power to enter into contracts for the collection of parking charges under section 1 of the Local Government (Contracts) Act 1997.

The estimated value of the proposed contract is above the threshold for application of the Public Contracts Regulations 2006 (currently £172,514). These are Part A services for purposes of the Public Contracts Regulations 2006. The contract has been procured in full compliance with the Regulations with advertisement in the Official Journal of the European Union.

Bids were subject to evaluation in accordance with the tender evaluation model. Paypoint Mobile and Online gained the highest evaluation score and may therefore be awarded the contract as recommended in the report.

In deciding whether to award the contract to the recommended service providers the Executive should be satisfied as to the competence of the suppliers to provide the services and that the tender prices represent value for money for the Council. In considering the recommendations in this report members must take into account the information contained in the exempt appendix to the report.

**4.3 Environmental Implications:**

An environmental impact scoping exercise has been carried out and it was identified that the proposals in this report would have no impacts on the following; energy use and carbon resources, travel and transportation, waste and recycling, climate change adaption, biodiversity or pollution.

**4.4 Resident Impact Assessment (RIA):**

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

An RIA screening was completed on 10 April 2014, and initial screening identified no adverse impacts requiring a fuller RIA. This can be accessed at <http://www.islington.gov.uk/about/equality-diversity/Pages/RIA's-2014.aspx>.

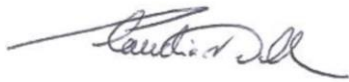
**5. Conclusion and reasons for recommendations**

- 5.1 The Pay by Phone service has become an important service in the delivery of short term parking in the borough. The new contract will allow for continuation and without any disruption to the service or additional costs to the Council. .
- 5.2 It is recommended that the Pay by Phone Parking Service contract be awarded to Paypoint Mobile and Online, commencing 1 May 2015.

**Appendix A (Exempt) – Evaluation scores**

Final report clearance:

**Signed by:**



24.2.15

Executive Member for Environment and Transport

Date

Report Author: Ryan Rodrigues  
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## Report of: Executive Member for Health and Well-Being

Meeting of:	Date	Ward(s)
Executive	12 <sup>th</sup> March 2015	All Wards

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## SUBJECT: Procurement Strategy - Adult Lifestyle/Health Improvement Services

### 1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy in respect of adult lifestyle services in accordance with Rule 2.5 of the Council's Procurement Rules.
- 1.2 These services, which include a single point of access to lifestyle services, smoking cessation, weight management, NHS Health Checks and exercise on referral, are a core component of our work to support people to adopt and maintain healthy behaviours. This is essential in maintaining a focus on prevention and early intervention, and tackling health inequalities.
- 1.3 Through this procurement strategy there are opportunities to transform the way that adult health improvement services are delivered, to improve health outcomes and reduce health inequalities. The procurement strategy includes joint commissioning of these lifestyles services across Camden and Islington. Whilst this procurement will realise a modest annual saving against current spend, the more significant financial benefits associated with the prevention of ill health, disability and premature death will be realised over the longer term and will accrue to the wider health and care economy, not just to the Council.

### 2. Recommendations

- 2.1 To approve the procurement strategy for adult lifestyle/health improvement services as outlined in this paper.
- 2.2 To delegate to the Corporate Director of Public Health, in consultation with the Executive Member, the power to award the contracts to the successful tenderers.

### 3. Background

#### Nature of the service

- 3.1 Unhealthy behaviours substantially contribute to inequalities in ill health and early death in Islington. Encouraging and supporting people to adopt and maintain healthy behaviours continues to be a key component of our approach to reducing health inequalities and maintaining a focus on prevention and early intervention.
- 3.2 Emerging evidence indicates a strong case for moving away from the traditional models of delivering lifestyle services, with a greater emphasis on adopting a holistic, multiple-risk factor approach, embracing technology as well as linking lifestyle service users into a wider range of social support services such as those that address fuel poverty or seasonal health interventions.
- 3.3 Public Health currently commissions a number of adult lifestyle/health improvement programmes from a range of providers (Table 1). A number of existing contracts come to an end during the next 12 to 18 months and as a consequence we are planning to re-procure these services. These will be incorporated into a universal and targeted model, coordinated through a single point of access (SPA) that will refer people to the appropriate lifestyle and other relevant support services. Taking advantage of the shared public health service between Camden and Islington, the proposal is to re-procure and commission each of these services once across both boroughs, affording benefits in terms of economies of scale and greater resident choice in terms of where to access services.

**Table 1** Current Islington services in scope of the adult lifestyle re-procurement

Service Name	Provider	Baseline 14/15	Contract started	Contract expires
Adult Weight Management - Tier 2	Aquaterra	101,000	01/01/2013	31/12/2015
Smoking cessation service	Whittington Health Trust	535,000	01/04/2014	31/03/2016
Cancer Exercise (survivorship)	Aquaterra Leisure	18,000	01/12/2014	12/11/2016
Exercise on Referral	Aquaterra Leisure	150,000	13/11/2013	12/11/2016
NHS Health Checks - community outreach programme	To Health	119,000	01/04/2014	31/03/2016
Supporting behaviour change training	New provider for 2015/16 not yet awarded	55,700	01/04/2015	31/03/2016

- 3.4 The procurement will be made up of the following lots and providers will be able to bid for any combination of the following:
- **Single point of access:** This service will deliver the single point of access and co-ordinate the integrated lifestyle service offer in Islington and Camden, which includes weight management, stop smoking support, NHS Health Checks and several physical activity interventions. The service will play a key role in promoting lifestyle services across the two boroughs, encouraging and ensuring uptake of those services by residents with modifiable risk factors, with a particular focus on those from more vulnerable, higher risk population groups, and working with the providers of the different lifestyle services to maximise outcomes for residents/service users. It will include:
    - Website – information on all lifestyle services will be available on one website, and web-referrals will also be conducted through the site
    - One phone number – for information about all adult lifestyle services (would also include signposting to universal services) and would accept referrals into each of the services
    - One database – to store all service user information in a consistent format – all lifestyle service providers would be expected to input a minimum dataset to this on a monthly basis
    - Consistent approach to accessing all lifestyle services– will ensure equitable access to a variety of lifestyle interventions

Currently there is no equivalent to the single point of access service operating in Islington. The added value this will bring, when compared to the current approach, includes: residents will be

supported to access the most appropriate lifestyle services for their needs; client journeys will be tracked through lifestyle services; referrals will be easier for residents making self-referrals and for professional referrers; health care staff and other staff coming into contact with those who could benefit from these services will be able to refer to one place; GP practices will receive improved information about their patients' participation in and outcomes from these services

- **Supporting behaviour change training:** delivery of training for health, social care and other frontline staff who work with adults in Islington, to support them in putting health promotion at the centre of all their work and maximising teachable moments.
- **Smoking Cessation** (within which there maybe multiple lots, depending on the findings of the market testing): evidence based community Stop Smoking Service contributing to the reduction of smoking prevalence, reducing the incidence of long term conditions exacerbated by smoking, and reducing health inequalities.
- **Exercise on Referral** (incorporating what was previously the cancer exercise programme): a structured exercise programme tailored to the needs and goals of participants through individual and group based activity. Activities are targeted to the requirements of clients with specific conditions, such as heart disease, mental health, chronic obstructive pulmonary disease (COPD), diabetes, cancer.
- **NHS Community Health Checks and outreach:** The target population for NHS Health Checks will be in accordance with the national eligibility criteria and delivered in line with current best practice guidance. In addition the provider will undertake general health promotion outreach activities to increase awareness and use of all lifestyle services amongst those ineligible for, or declining the offer of, a NHS Health Check - the service will offer advice tailored to that individual's needs. Under the Health and Social Care Act 2012, Local Authorities have a legal duty to seek continuous improvement in the percentage of eligible individuals taking up the offer of a NHS Health Check as part of their statutory duties.
- **Adult weight management (Tier 2):** delivery of community-based, weight management programmes in line with NICE guidelines.

### **What have we done already?**

- 3.5** Service reviews were carried out in March-April 2014 which incorporated feedback from service users. Outputs and findings from these reviews have been incorporated into the design of the new service. In addition all services conduct participant feedback surveys on at least an annual basis, and this has also been fed into the redesign process.
- 3.6** To inform the development of an integrated lifestyle service we also visited a number of other areas that have adopted a similar approach. Between July and September 2014, site visits were made to Blackburn, Derbyshire, Luton, Manchester and Merton. These areas have adopted a range of approaches to commissioning and delivering adult lifestyle services. A number of key learning points were identified which have informed the proposed approach.
- 3.7** Building on the wider evidence and the key learning points from elsewhere, we have already undertaken considerable engagement with a range of key stakeholders across both boroughs. These included:
- Camden and Islington residents
  - Camden and Islington health sector partners (CCGs, GPs and hospitals, etc.)
  - Current Camden and Islington lifestyle providers
  - Camden and Islington third sector organisations
  - Officers across Camden and Islington Councils

A range of methodologies were employed throughout this engagement process including online surveys, focus groups and workshops. The findings from this engagement work will be built upon by the feedback received from the market engagement exercise which took place in January 2015.

### **Estimated Value**

- 3.8** The services for Islington residents will be funded from the Islington Public Health budget. The proposed budget for this Islington adult lifestyle procurement is £908,000 per year, for an initial term of three years with scope to extend for a further two plus two years – so in total for three years the value of the Islington contract is £2,725,000 and for seven years would be £6,359,000. In the first year of the commissioned services, there will be an additional non-recurrent investment in 2016/17 of £25k to meet one-off costs associated with the establishment of the single point of access. The budget by lot is summarised in Table 2.

**Table 2 Contract lots and values for Islington adult lifestyle programmes 2016-17**

	Contract Value (£1000s)			
	Annual	3 years	3+2 years	3+2+2 years
Adult Weight Management (Tier 2)	92	276	460	644
Smoking cessation service	426	1278	2130	2982
Exercise on Referral	135	405	675	945
NHS Health Checks - community outreach	110+25*	329	548	767
Single point of access (including Supporting behaviour change training)*	146	428	730	102
<b>Total</b>	<b>908+ 25*</b>	<b>2725</b>	<b>4542</b>	<b>6359</b>

\* additional £25K non recurrent funding required in 2016/17 to support development of SPA

- 3.9** This procurement is part of Public Health’s Adult Health Improvement Transformation Programme. This programme – which includes other health promotion programmes and services not included in this procurement, namely services commissioned from GP practices and pharmacies and oral health promotion – will release overall savings of £534,135 by 2016/17, of which £302,635 will be delivered in 2015/16. Budgets for the services included within this procurement have been remodelled to support investment into the new single point of access service element of the model, as well as to deliver modest annual savings as described below.
- 3.10** The total spend for the Adult Lifestyle services included as part of this procurement programme in 2013/14 was £881,405 and the forecast spend for 2014/15 is £923,514. The recurrent budget for these services will be reduced from £978,200 in 2014/15 to £908,457 in 2016/17, as part of the re-procurement.
- 3.11** A number of approaches have been taken to reduce costs and spend for the services included in this re-procurement, including:-
- Combining contracts across Camden and Islington, resulting in savings through economies of scale. This will also be more efficient for Public Health commissioners as it will reduce the resources required for ongoing contract management.
  - Payment by results mechanisms will be incorporated into all of these contracts to ensure payment is based on successful delivery of outcomes.
  - Benchmarking with other areas, in addition to detailed analysis across Camden and Islington, to identify the most efficient approaches for commissioning services and ensuring value for money.

**Timetable**

- 3.12** The majority of current contracts expire on 31st March 2016 (individual dates noted above). The exception to this is Islington adult weight management services, which expires on 31st December 2015. However the contract has extension clauses built in, so our intention is to extend the current contract for a further three months to align the expiry date with that of the Camden weight management contract (31st March 2016). Islington’s exercise on referral contract expires later than other contracts (November 2016). The intention is that the new joint exercise on referral contract will start at the expiry of this contract. As the Camden exercise on referral service is currently provided by LB Camden council, aligning both boroughs’ exercise on referral contracts to this date should be possible.
- 3.13** The procurement of these services is being led by Islington procurement. As a joint procurement, additional time has been built into the procurement timetable to allow the proposals to progress through

both Camden and Islington Council decision making processes, and in line with EU directives.

**3.14** The procurement timetable is as follows (includes both Camden and Islington key dates), there are no statutory deadlines:

Stage	Date/s
Stakeholder and user engagement	October - December 2014
Market testing	January 2014
Procurement Board - Islington	29 <sup>th</sup> January 2015
Procurement Hub Board – Camden	13 <sup>th</sup> February 2015
Joint board - Islington	10 <sup>th</sup> February 2015
Strategic Procurement Board - Camden	19 <sup>th</sup> February 2015
Corporate Management Team – Camden	4 <sup>th</sup> March 2015
Executive - Islington	12 <sup>th</sup> March 2015
Cabinet – Camden	4 <sup>th</sup> April 2015
Service Specification finalised	April 2015
Invite tenders – Pre-Qualification Questionnaires	May 2015
Invitation to Tender	July 2015
Tender close & Evaluation	August - September 2015
Award approval	TBC (provisional September 2015)
Award	TBC
Mobilisation	January - March 2016
Contract Start	April 2016

### Options appraisal

#### 3.15 Delivery model

A number of routes to delivery were considered:

- Option 1: Continuing to commission individual services in both boroughs with no integration
- Option 2: Commission services jointly across two boroughs, with a single point of access, with different lifestyle services commissioned as different lots
- Option 3: Commission a fully integrated model. One provider working across Camden and Islington providing the single point of access and all the component lifestyle programmes
- Option 4: Cease delivery of all or some adult lifestyle services

**3.16 Option 2 is the preferred approach.** It will enable integration of services across Camden and Islington. This will facilitate economies of scale for providers, and mean we can advertise larger value contracts and thereby make the contracts more attractive to a wider range of providers. It should also improve choice for Camden and Islington residents both in terms of locations but also range of services, which would not have been possible if we had been commissioning smaller borough-specific contracts. In addition it will provide benefits to the commissioner as there will be fewer contracts and providers to manage. A further advantage of this approach is that by having separate lots for each of the different services we do not restrict the market to larger providers only. Thus we still enable local smaller organisations or those with specialist skills in only one lifestyle area to deliver services within the boroughs.

Option 1 would limit the ability to integrate services and therefore generate efficiency savings; it also increases the public health commissioning resource required to monitor and manage these contracts. In addition, it could limit the market, as contract sizes for single borough services would be substantially smaller and potentially less appealing to some providers.

Option 3 would potentially provide greater commissioner efficiencies in terms of contracts to be managed and could enable a fully integrated model. However the market in providers offering integrated lifestyle programmes in this way is only just developing. As such it is felt that there would be an extremely limited market that could provide such a service and it would also limit the market to larger providers to the detriment of more specialist providers. As such it is not thought that, based on current market assessment, this option would provide the best services to the residents of Camden and Islington and would reduce our ability to deliver effective outcomes across all services.

Option 4 was not considered viable given the importance of tackling the key modifiable lifestyle factors of smoking, physical inactivity, and overweight as a key part of local public health programmes to improve health and reduce health inequalities. Not commissioning these services would have a detrimental knock on effect across other council and health services.

### **Collaboration**

- 3.17** The intention is for the adult lifestyle services to be commissioned and provided jointly across Camden and Islington. Following discussions with procurement colleagues in Islington and Camden, we are in discussion with legal services about how we can ensure providers work jointly to maximise the impact and outcomes of Camden and Islington's adult lifestyle offer.

### **Benefits and drawbacks**

- 3.18** Key benefits for the preferred route are:
- It will achieve economies of scale by procuring across two boroughs – as the majority of contracts are individually commissioned this is likely to result in savings for a number of the contracts.
  - By procuring separate 'lots' rather than a single lot for all services, it heightens the chances of appointing service providers with specific expertise offering high quality interventions.
  - More flexibility to develop population-specific approaches across both boroughs
  - Bigger value contracts may generate more interest from potential providers
- 3.19** The salient drawbacks of the preferred route are:
- There is a risk that integration of lifestyle services across the two boroughs attenuates the ability of lifestyle services to integrate locally with other council, health and VCS services in each borough and offer locally tailored solutions. However service specifications will be developed to mitigate this risk. In addition we will work closely with colleagues in HASS who are developing Links for Living and taking forward Care Act implementation to ensure we dovetail with their local prevention offer.
  - Commissioning as multiple lots means that it will not be a fully integrated, seamless model. However experience of the market suggests a fully integrated, single provider model is not currently the best option. We will mitigate some of this by exploring the use of shared outcomes across services, so that in order to achieve shared outcome targets and realise shared incentive payments, providers must work collaboratively across the system.

### **Key Considerations**

#### **Social Benefit**

- 3.20** As a requirement of the new integrated lifestyle service, individual providers in the new model will be expected to link into wider services that support health and wellbeing, as well as other local health services e.g. winter warmth interventions Furthermore, contracts will include Key Performance Indicators which specifically focus on hard to reach groups who are known to be in most need but are not currently accessing the services, e.g. residents from most deprived wards. Certain contracts will also include a payment to incentivise utilisation of the service by specific population groups.

In addition to this, providers will support workplace health promotion to ensure the services build capabilities in organisations to support lifestyle change among staff. We are working with the Business and Employment Support Team to look at how we can further maximise social value when procuring and designing these services.

#### **London Living Wage**

- 3.21** Benchmarking has been carried out with prospective suppliers as part of the market testing process and all new lifestyle services providers will be required to pay the London Living Wage.

#### **Best Value**

- 3.22** The willingness and ability of providers to innovate in order to provide best value will form a key part of the procurement process. The providers' provision of best value and commitment to service improvement will also be reviewed throughout the course of the contract at regular supplier meetings and performance reviews.

Key performance indicators will focus on a number of areas addressing the economy, efficiency and effectiveness of the service, while many of the contracts will have a payment-by-results element giving

the supplier additional incentives to deliver best value and continually improve their level and quality of service.

### **Economic, social and environmental sustainability**

- 3.23** Economic, social and environmental sustainability have been considered and will continue to be considered throughout the course of the contract. The budget for the contract has been allocated for the full seven year term and will be reviewed periodically. Social sustainability will be integral to the success of this integrated model and social considerations will form part of both service specifications and Key Performance Indicators for all contracts. Environmental Impact Assessments have been completed for all services and no significant issues were identified – further detail is provided later in the report

### **TUPE, Pensions and Staffing implications**

- 3.24** Information on TUPE implications has been requested from current suppliers of these services. There are no direct TUPE, Pensions or Staffing implications on Islington Council's workforce.

### **Evaluation**

- 3.25** A range of procurement routes have been considered for these contracts.

The tender for the Single Point of Access may be conducted using Competitive Dialogue Procedure. The Competitive Dialogue Procedure may only be used when the Council cannot fully define the technical means capable of satisfying their needs or objective; or specify the legal and/or financial make-up of the project. The first stage is Selection Criteria through a Pre-Qualification Questionnaire (PQQ) which establishes whether an organisation meets the financial requirements, is competent and capable and has the necessary resources to carry out the contract. The PQQ is backwards looking and explores how the organisation has performed to date, its financial standing, information about their history and experience.

A limited number of organisations who meet the PQQ requirements are then invited to participate in a dialogue process, through an Invitation to Participate in Dialogue (ITPD). This is sent to short-listed organisations to commence the dialogue during which any aspects of the project may be discussed and solutions developed. Solutions may be de-selected as the dialogue continues. The dialogue continues until one or more solutions are identified which satisfy requirements.

At the end of the dialogue the Council requests an Invitation to Submit a Final Tender (ITSFT), setting out the requirements and confirming bids need to be acceptable. The ITSFT is now forwards looking using Award Criteria. Tenders are evaluated on the basis of the tenderers' price and ability to deliver the contract works or services as set out in the evaluation criteria to establish the most economically advantageous offer. Only limited clarification is permitted from this point and the Council is precluded from negotiation with providers.

We are considering this approach as this is a new and evolving area. We need to ensure innovation in establishing a service that does not currently exist locally. It is thought there could be some advantage to developing this collaboratively with potential providers. However a final decision on this will be made following the end of market testing, if we do not use competitive dialogue we will use a Restricted Procedure (described below).

It is anticipated that Exercise on Referral will be conducted in one stage, known as the Open Procedure as the tender is 'open' to all organisations who express their interest in the tender. The Open Procedure includes minimum requirements which the organisation must achieve before their evaluation Award Criteria is considered. This decision is based on previous procurement of this service which found there was only a small market of potential providers. Exercise on referral in Camden is currently provided in house by London Borough of Camden. However a decision has been made to test the wider market and openly procure a joint service across both boroughs. This approach will maximise service productivity and value for money.

It is anticipated the remaining tenders will be conducted in two stages, known as the Restricted Procedure as the tender is 'restricted' to a limited number of organisations. While not extensive, the provider market is considered large enough to make a two-stage tender process most likely to result in

the most economically advantageous tender. This will be compliant with EU regulations as well as Islington's local procurement guidelines.

The approaches to procurement described above are provisional and will be confirmed following the results of market testing which will be available in early February 2015.

#### **Award criteria**

- 3.26** Tenders will be evaluated on the basis of the most economically advantageous tender. Service quality and the capacity to successfully engage the local population is pivotal to the success and effectiveness of these services. Moreover we are looking for innovative approaches to provision of these services, but approaches which are also grounded in and guided by national guidance e.g. NICE, and best practice evidence.

We need to ensure services meet the wide range of diverse needs within the population - in terms of lifestyle services, one size does not fit all and sustainable behaviour change is complex and requires holistic support around the individual. The model we are proposing is new and innovative; as such quality will be particularly important in successful and effective mobilisation and delivery. The provisional evaluation is weighted 60% quality, 40% cost for all lots, pending agreement with the London Borough of Camden. This reflects the importance placed on providers' capacity to build and continuously improve a high quality service in order to deliver outcomes and innovation. The criteria and/or criteria weighting will be finalised by the Corporate Director of Public Health in consultation with the Executive Member for Health and Well-being and published within the contract advertisement.

The quality section of the proposed tender will be evaluated differently for each of the different lots. Current proposals for each of the lots are outlined in Appendix One. The full evaluation criteria are currently in draft form and subject to review by the project group. Market testing will also be used to inform award criteria.

#### **Business Risks and Opportunities**

- 3.27** Identified procurement risks and proposed management approaches are as follows:

- 1. Insufficient bids.** Extensive market engagement will be undertaken and a PIN was published in January 2015 to prepare for this. This will give us a clear understanding of the likely interest from providers before the procurement is undertaken. Other than the Single Point of Access, there has been some level of open procurement for all the services (in one or both boroughs) currently being procured as such we are reasonably assured that there will be a range of providers interested in providing these services.
- 2. Delay in procurement process.** A delay beyond April 2016 is unlikely given the timescales we are working to. Should this appear likely, waivers would be necessary to enable the award of contract extensions. The process will be carefully managed so any significant delay would be recognised in good time for this.
- 3. Bids of inadequate quality.** Research into the provider market has shown that there are a number of providers operating in this field, many of whom have seen success. We will have a clear understanding of appetite from provider organisations from the market engagement work and will account for this in our approach to the tender. Ensuring award criteria of 60% quality will further support us in awarding to providers who will provide a high level of quality and innovation.
- 4. Management of TUPE.** Particularly for services currently provided through NHS providers. Mobilisation plans will be reviewed as part of ITT. Mobilisation periods have been built into the timetable.
- 5. NHS provider of stop smoking services subject to re-commissioning.** Some financial risk (to the current provider) and political risk as this NHS provided service is market tested for the first time. Camden re-procured their stop smoking service in 2013-14, awarding the contract to an independent sector provider, indicating this is achievable within the budget envelope and with careful stakeholder management.



6. **Provision of current service deteriorates as a result of tender exercise.** A long contract length has been proposed. Sufficient lead in times have been factored in and staff and residents will be supported to understand what changes will take place and why.
7. **Capacity.** For the Public Health department, there are challenges in terms of the capacity to manage this complex re-procurement involving multiple services and lots. This will require a planned and phased approach by the team and allocation of tasks across the department.
8. **Cross-borough working.** There are economies of scale in joint commissioning of some services, but we need to ensure that service models meet the needs of residents in both of the boroughs, there is alignment of existing contracts and that we have clearly agreed procurement processes to make this happen. We are working closely with procurement teams in both boroughs, and both teams are represented on the steering group. We will ensure that specifications are developed to take account of the differences in the two boroughs.
9. **Engagement and coordination with other services in both councils at a time of significant change for all.** We are involving colleagues from Adult Social Care and other departments in the procurement process. In addition we have been, and will continue to consult with a range of colleagues across both councils to ensure that our model meets the needs of those residents they come into contact with and does not replicate but complements other service developments and reviews that they are involved in (this is particularly important in terms of the work adult social care colleagues are doing around prevention and the Care Act).

**3.28** The procurement of these services offer are range of business opportunities, specifically:

- Developing an innovative approach to coordinating adult lifestyle services that harnesses digital technology for the benefit of residents but also retains a face-to-face outreach element to support those most in need
- Increased value for money and scope to commission targeted services by jointly procuring across Camden and Islington
- Longer contracts providing greater value for money and an opportunity for providers to become established within the boroughs. Innovation will be built into the specifications and having longer contracts helps facilitate and embed this.

**3.29** There are positive implications for service users, with a better, more accessible and more appealing service. Lifestyle factors affect different groups in different ways and we will work with communities, current and potential service users and stakeholders to ensure the service meets the needs of all concerned. The procurement will be informed by the Resident Impact Assessment. Feedback from service users to date indicate support for a more holistic, integrated approach to the delivery of lifestyle services in Camden and Islington, with more streamlined, clear access and referral routes in.

**3.30** The Employment Relations Act 1999 (Blacklist) Regulations 2010 explicitly prohibit the compilation, use, sale or supply of blacklists containing details of trade union members and their activities. Following a motion to full Council on 26 March 2013, all tenderers will be required to sign the Council's anti-blacklisting declaration. Where an organisation is unable to declare that they have never blacklisted, they will be required to evidence that they have 'self-cleansed'. The Council will not award a contract to organisations found guilty of blacklisting unless they have demonstrated 'self-cleansing' and taken adequate measures to remedy past actions and prevent re-occurrences. The adequacy of these measures will initially be assessed by officers and the outcome of that assessment will be reviewed by the Council's Procurement Board

**3.31** The following relevant information is required to be specifically approved by the Executive in accordance with rule 2.6 of the Procurement Rules:

Relevant information	Information/section in report
1 Nature of the service	Adult lifestyle/health improvement services, which include smoking cessation; weight management; the single point of access, NHS Health Checks; and exercise on referral.

	See paragraph 3.3 and 3.4.
2 Estimated value	The total estimated value per year is £908,000. The agreement is proposed to run for a period of 3 years with two optional extensions each of two years.  See paragraph 3.8.
3 Timetable	See paragraph 3.14
4 Options appraisal for tender procedure including consideration of collaboration opportunities	Deliver services jointly across Camden and Islington, with a single point of access, with different lifestyle services commissioned as different lots  See paragraph 3.15-3.19
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	See paragraphs 3.20-3.23
6 Evaluation criteria	Evaluation will be weighted 60% quality, 40% cost for all lots. The award criteria price/quality breakdown is more particularly described within the report.  See paragraph 3.2-6 and Appendix 1
7 Any business risks associated with entering the contract	Business risks have been assessed and management approaches identified  See paragraph 3.27

## 4. Implications

### 4.1 Financial Implications:

Islington Council receives a ring-fenced Public Health grant from the Department of Health to fund the cost of its Public Health service. The total funding for 2014/15 is £25.429m and will remain at that level for 2015/16. The current 2014/15 budget earmarked for Adult Lifestyle/Health Improvement Services is £978k per annum. The proposed budget from April 2016 is £908k p.a., this equates to a 7% saving per annum excluding the £25k one-off investment which will be funded from existing resources.

The Council's Public Health expenditure must be contained entirely within the grant funded cash limit indicated above. If any additional pressures are incurred management actions will need to be identified to cover this.

Payment of London Living Wage is a requirement of the contract and should not result in any additional costs. Any TUPE cost implications that may arise from this tender will have to be met by existing resources outlined above. To avoid a potential future financial pressure for the Council, any future contracts should have a termination clause which allows them to end if they become unaffordable.

### 4.2 Legal Implications:

The council has a duty to improve public health under the Health and Social Care Act 2012, section 12. The council must take such steps as it considers appropriate for improving the health of the people in its area including providing services or facilities designed to promote healthy living (whether by helping individuals to address behaviour that is detrimental to health or in any other way) as well as providing services or facilities for the prevention, diagnosis or treatment of illness (National Health Service Act 2006, section 2B, as amended by Health and Social Care Act 2012, section 12 and Regulation 2013/351 made under the National Health Service Act 2006, section 6C). Therefore the council may provide adult healthy lifestyle services as proposed in this report. The council may enter into contracts with providers of such services under section 1 of the Local Government (Contracts) Act 1997. The

Executive may provide Corporate Directors with responsibility to award contracts with a value over £500,000 (Procurement Rule 14.2).

The threshold for application of the Public Contracts Regulations 2006 is currently £172,514. The value of the proposed contract is above this threshold. These services fall within Part B of the Regulations. Although Part B services do not need to strictly comply with the provisions of the Regulations, there is a requirement under EU rules for part B services to comply with the principles of equal treatment, non-discrimination and fair competition. The council's Procurement Rules require contracts over the value of £100,000 to be subject to competitive tender. In compliance with the principles underpinning the Regulations and the council's Procurement Rules a competitive tendering procedure with advertisement is required.

The proposed procurement strategy, to advertise a call for competition and procure the service using a competitive tender process, is in compliance with the principles underpinning the Regulations and the council's Procurement Rules. On completion of the procurement process the contract may be awarded to the highest scoring tenderer subject to the tender providing value for money for the council.

#### **4.3 Environmental Implications:**

These services will have only a minimal environmental impact. Where possible staff will be encouraged to use public transport to travel for work purposes. Fuel usage for lighting, heating and operating equipment within the buildings will be considered and where possible gas and/or electricity will not be wasted.

#### **4.4 Resident Impact Assessment:**

A resident impact assessment has been carried out on this proposal. It found that a specific group of residents would not be discriminated against as a result of this proposal as the service will aspire to follow a model of proportionate universalism but also target communities and groups where additional needs might exist.

There were some risks identified relating to equality of opportunity. This related to a number of factors, including:

- the variation in prevalence of unhealthy behaviours in certain BME groups
- providing appropriate models of delivery for certain groups, e.g. there is generally a need for more intensive adult health improvement services for certain disability types
- encouraging engagement with services, e.g. there are differences in how men and women engage with lifestyle services

We will ensure that the service redesign process takes into account these issues by reviewing existing service provision and building specific equality of access considerations into service specifications.

The RIA identified limited impact on residents from differential socio-economic positions as the new model will be more integrated and link into wider socio-economic services as well as health services. Furthermore, contracts will include Key Performance Indicators which specifically focus on hard to reach groups.

## **5. Conclusion and reasons for recommendations**

**5.1** Unhealthy behaviours substantially contribute to inequalities in ill health and early death in Islington. Encouraging and supporting people to adopt and maintain healthy behaviours are a key to reducing health inequalities and maintaining a focus on prevention and early intervention. The re-procurement of these adult lifestyle/health improvement services, with the overarching support of single point of access, is an essential component of this work.

**5.2** The proposed approach will provide a range of high quality, evidenced based adult health improvement initiatives. Jointly commissioning across Camden and Islington will enable greater value for money and increase choice in terms of activities and locations for residents. The services will match the needs of Camden and Islington residents, and will focus on preventing people from becoming ill rather than treating them once they are ill.

Final report clearance:

**Signed by:**

*Janet Burgess*

Executive Member for Health and Well-Being

Date 24/02/2015

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Appendix One: Provisional Award Criteria for each of the adult lifestyle lots

The finalised criteria will be published within the contract advertisement.

Lot	Evaluation criteria	
Single Point of Access	<b>Cost</b>	<b>40%</b>
	<b>Quality made up of:</b>	<b>60%</b>
	Proposed approach to Service Delivery (including engagement of target communities; infrastructure , data systems and managing performance; wider workforce development)	25%
	Mobilisation Plan - Mobilisation/ action plan with challenges and barriers identified	10%
	Innovation and Improvement - How service will achieve outcomes, including retention and retaining strategies	10%
	Partnership working	10%
	Governance	5%
Adult weight management	<b>Cost</b>	<b>40%</b>
	<b>Quality made up of:</b>	<b>60%</b>
	Service Delivery: <ul style="list-style-type: none"> <li>Proposed approach to service development and delivery Sustainable weight loss: Maintenance programme to ensure sustained weight loss at 12 months</li> <li>Quality Assurance and continuous Service Improvement</li> </ul>	30%
	Mobilisation Plan - Mobilisation/ action plan with challenges and barriers identified	10%
	Innovation - How service will achieve outcomes, including retention and retaining strategies	10%
	Equality and Diversity - Engagement plan to reach target communities (men, BME groups)	5%
	Governance	5%
Exercise on referral	<b>Cost</b>	<b>40%</b>
	<b>Quality made up of:</b>	<b>60%</b>
	Mobilisation	10%
	Accessibility and Diversity	10%
	Proposed approach to Service Delivery, including but not exclusively : <ul style="list-style-type: none"> <li>Quality Assurance and Service Improvement</li> </ul>	25%
	Referrer and service user engagement, including completer follow-up	15%
Smoking	<b>Cost</b>	<b>40%</b>
	<b>Quality made up of:</b>	<b>60%</b>
	Mobilisation	15%
	Proposed approach to Service delivery	10%
	Recruitment & Retention	10%
	Quality Assurance (including Information Governance)	15%
	Diversity / addressing health Inequalities	5%
	Partnership working	5%
Community Health Checks and outreach	<b>Cost (total) comprising the elements below</b>	<b>40%</b>
	Block contract cost	15%
	Payment by Results cost	25%
	<b>Quality (total) comprising the elements below</b>	<b>60%</b>
	Proposed approach to Service Delivery (includes data flow & IT solutions)	30%
	Approach to targeting high-risk groups and service User Involvement	15%
Mobilisation Plan	5%	

	Quality Assurance & Service Improvement	10%
Behaviour change training	<b>Cost</b>	<b>40%</b>
	<b>Quality made up of:</b>	<b>60%</b>
	Proposed approach to Service Delivery	15%
	Mobilisation Plan: with challenges and barriers identified	10%
	Innovation and Improvement: How service will achieve outcomes, including retention and retaining strategies	10%
	Partnership working	15%
	Wider workforce development	5%
	Equality and Diversity - Engagement plan to reach target communities (men, BME groups)	2.5%
	Governance	2.5%

By virtue of paragraph(s) 3 of Part 1 of Schedule 12A of the Local Government Act 1972.

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