



AGENDA FOR THE EXECUTIVE

Members of the Executive are summoned to attend a meeting to be held in Committee Room 4, Town Hall, Upper Street, N1 2UD on **21 July 2016 at 7.00 pm.**

John Lynch
Head of Democratic Services

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Despatched : 13 July 2016

Membership

Councillor Richard Watts
Councillor Janet Burgess MBE
Councillor Joe Caluori
Councillor Kaya Comer-Schwartz
Councillor Andy Hull

Councillor Asima Shaikh
Councillor Diarmaid Ward
Councillor Claudia Webbe

Portfolio

Leader of the Council
Executive Member Health and Social Care
Executive Member Children, Young People and Families
Executive Member for Community Development
Executive Member Finance, Performance and Community Safety
Executive Member for Economic Development
Executive Member for Housing and Development
Executive Member for Environment and Transport

Quorum is 4 Councillors

Please note

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

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



Declarations of interest:

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

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

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

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

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

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F. Urgent non-exempt matters

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

G. Exclusion of 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.

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.

The next meeting of the Executive will be on 29 September 2016

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Agenda Item 3

London Borough of Islington

Executive - 16 June 2016

Minutes of the meeting of the Executive held at Committee Room 4, Town Hall, Upper Street, N1 2UD on 16 June 2016 at 7.00 pm.

Present: **Councillors:** Watts, Burgess, Caluori, Comer-Schwartz, Hull, Shaikh, Ward and Webbe

Also Present: **Councillors:**

Councillor Richard Watts in the Chair

LEADER'S ANNOUNCEMENTS

Councillor Watts paid tribute to Jo Cox MP and extended the Council's sympathy to her family. He noted the Council's appreciation of all her hard work and her achievements as an MP.

280 APOLOGIES FOR ABSENCE

None.

281 DECLARATIONS OF INTEREST

None.

282 MINUTES OF PREVIOUS MEETING

RESOLVED:

That the Minutes of the meeting on 19 May 2016 be confirmed as a correct record and the Chair be authorised to sign them.

283 APPOINTMENTS TO BE MADE BY THE EXECUTIVE

RESOLVED:

That Councillor Diarmaid Ward be appointed as a member of LHC (the London Housing Consortium) for the municipal year 2016/2017, or until a successor is appointed.

Reasons for decision – to allow the Executive Member of Housing and Development to participate in LHC meetings.

Other options considered – none other than as detailed in the report.

Conflicts of interest / dispensations granted – none.

284 **PROVISION OF SUFFICIENT SCHOOL AND CHILDCARE PLACES**

RESOLVED:

- 2.1 That following the publication of the white paper on reforming the schools system in England the role of the local authority in ensuring sufficient provision of school places remains unchanged (paragraph 1.2 of the report) be noted.
- 2.2 That the School Roll Projections Report 2014 identified the need to create an additional 91 primary places by September 2019 (paragraph 3.6 of the report) and the School Roll Projections Report 2015 identified the need to create 74 secondary places by September 2018 (paragraph 3.11 of the report) be noted.
- 2.3 That while there is the potential for Free Schools to open in the borough and meet some of the shortfall there are currently no firm proposals to do so (paragraph 3.10 of the report) be noted.
- 2.4 That the DfE estimates that up to 1,072 2 year olds are entitled to 15 hours free early years provision per week (paragraph 3.14 of the report) and the Council is currently on course to deliver 883 places (paragraph 3.15 of the report) be noted.
- 2.5 That the impact of the Government's commitment to increase entitlement for free childcare provision for 3 and 4 year olds from working households is not yet known (paragraph 3.17 of the report) be noted.
- 2.6 That the need for sufficient childcare places will be reviewed again in light of the forthcoming reconfiguration of early years provision (paragraphs 3.16 and 3.18 of the report) be noted.
- 2.7 That the estimated shortfall in funding of £24.4m if all schemes are required and the estimated revenue cost of borrowing if there is insufficient CIL / S106 to meet the shortfall is £1.9m per annum (paragraph 3.24 of the report) be noted.
- 2.8 That the proposed prioritisation schemes for funding from CIL / S106 or borrowing (paragraph 3.30 of the report) be agreed.
- 2.9 That the funding for priorities 1 and 2, this is required from June 2016 to enable new provision to come on stream at primary level by September 2019 and secondary level by September 2018 and in line with the Children's Centre transformation programme (paragraph 3.30 of the report) be agreed.

Reasons for decision – to provide sufficient school places

Other options considered – none other than as detailed in the report.

Conflicts of interest / dispensations granted – none.

285 **PROCUREMENT STRATEGY FOR CARE HOME BEDS FOR OLDER PEOPLE AT CHEVERTON LODGE NURSING HOME**

RESOLVED:

- 2.1 That the procurement strategy for the provision of care home beds for older people at Cheverton Lodge Nursing Home as outlined in the report be agreed.
- 2.2 That authority be delegated to the Corporate Director of Housing and Adult Social Services to award the contract, in consultation with the Executive Member for Housing and Adult Social Care be agreed.

Reasons for decision – to meet the ongoing demand for and commitment to provide local care home beds.

Other options considered – none other than as detailed in the report.

Conflicts of interest / dispensations granted – none.

286 **REVISED PROCUREMENT STRATEGY FOR MENTAL HEALTH HOUSING RELATED SUPPORT SERVICES**

RESOLVED:

- 2.1 That the proposed revisions to the procurement strategy for mental health housing related supported services for Islington residents as outlined within this report be agreed.

Reasons for decision – to allow continued provision of housing support services for vulnerable adults with mental health issues

Other options considered – none other than as detailed in the report

Conflicts of interest / dispensations granted – none.

287 **PROCUREMENT STRATEGY FOR PARKING ENFORCEMENT CONTRACT**

RESOLVED:

- 2.1 That procurement strategy for a Parking Enforcement Contract, as outlined in the report be agreed.

Reasons for decision – to establish continuity of service and develop saving opportunities.

Other options considered – none other than as specified in the report

Conflicts of interest / dispensations granted – none.

288 **CONTRACT AWARD FOR PARKS SPONSORSHIP SERVICES**

RESOLVED:

- 2.1 That the award of the concession contract for parks sponsorship services to Community Partners Ltd for a period of five years, with the option to extend the contract by a further two periods of two years each, be agreed.

Reasons for decision – to help generate income via sponsorship and protect vital services.

Other options considered – none other than as specified in the report

Conflicts of interest / dispensations granted – none.

289 **REVISED PROCUREMENT STRATEGY FOR MENTAL HEALTH HOUSING RELATED SUPPORT SERVICES - EXEMPT APPENDIX**

That the information in the exempt appendix to Agenda item C7 be noted (see Minute 286 for decision).

290 **CONTRACT AWARD FOR PARKS SPONSORSHIP SERVICES - EXEMPT APPENDIX**

That the information in the exempt appendix to Agenda item C9 be noted (see Minute 288 for decision).

MEETING CLOSED AT 7.03 pm

CHAIR



Report of: **Executive Member for Finance, Performance and Community Safety**

Meeting of:	Date	Ward(s)
Executive	21 July 2016	All

Delete as appropriate	Exempt	Non-exempt

SUBJECT: Procurement Strategy - Insurance London Consortium (ILC) Liability and Property (including Optional Terrorism) Insurance

1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy in respect of ILC Liability, Property (including optional Terrorism) Insurance in accordance with Rule 2.5 of the Council's Procurement Rules.
- 1.2 The Council accepts an element of risk with regards to insurance claims, and maintains an insurance fund to cover such eventualities, it also procures 'catastrophe' cover through the insurance market for property and liability covers. The Council is a member of the Insurance London Consortium (ILC). Croydon Council is the Accountable Member of the Consortium and leading on this procurement. The ILC was formed in 2008 and consists of nine London Boroughs. All ILC members are participating in the Property and Liability insurance tenders.

2. Recommendations

- 2.1 To approve the procurement strategy for ILC Liability, Property (including optional Terrorism) Insurance as outlined in this report.
- 2.2 To delegate authority to award the contract, to the Corporate Director of Finance and Resources in consultation with the Executive Member for Finance, Performance and Community Safety.

3. Background

- 3.1 Islington is looking to procure property (with possible additional cover for damage to property as a result of an act of terrorism), and liability covers via an Insurance London Consortium (ILC) tender. During early 2016, the ILC decided not to extend the existing contract for property and liability insurance cover. The decision was made to go out to tender by the ILC due to an increase in rates and stop losses by the incumbent. Discussions were also held with the ILC's broker who has established that there could be a greater degree of interest in the tender now compared with the previous exercise. As a result, soft market testing was undertaken with brokers and insurers in order to secure feedback on the ILC's approach and establish market interest in a new contract. Permission is being sought by all nine boroughs of the ILC to procure a replacement contract for these insurance policies.
- 3.2 The arrangements will be funded from Islington Council's insurance fund, which is supported by contributions from service departments. The value of the contract for Islington for the potential five year duration (3+1+1) of the contract is estimated to range between £5-7m. The expenditure for this year and the previous year is approximately £2.3m. Islington receives insurance claims on an ongoing basis. In order to make savings the Council looks at ways of managing risk in order to reduce the number of insurance claims received. The service is benchmarked across the ILC and costs are lower than the majority of members and claim repudiation rates in line with other members.
- 3.3 The current contract expires on 31st March 2017. The contract notice is due to be published on OJEU on 1st August 2016 which will allow for sufficient time to establish a new contract before the current contract ends. Following the tender process, all boroughs will need to observe their internal governance procedures in order to award the contract in time for the start date of 1st April 2017. ILC and senior staff in Finance and Resources have been consulted regarding this proposal.
- 3.4 The commissioning team have considered the benefits of carrying out a collaborative procurement with ILC or procuring separately. The ILC is a nine borough collaborative group and a large scale collaborative procurement expects to bring economies of scale. It is anticipated that this will bring savings in respect of insurance premiums compared with individual procurement of insurance policies by Islington Council. The drawback of this is that smaller companies may not have sufficient resources to bid for this work. No suitable framework agreement has been identified, therefore, the preferred route is an OJEU competitive tender. The potential market for large-scale local government procurement is relatively limited, therefore the open procedure has been chosen as the most appropriate route.
- 3.5 The award criteria has been set by the ILC and in order to participate in the collaborate procurement the agreed criteria must be accepted. As part of the award criteria, bidders must provide proposals on how they will bring improvements to the economic and social well-being of the ILC boroughs through the delivery of these services. A requirement for the payment of London Living Wage (LLW) should only be included as a condition of this contract if there is no cross border interest in the contract following OJEU notice. However, market rates are in excess of the LLW levels. The ILC was established to deliver better value on the provision of insurance services for the member boroughs. The successful tenderer will undergo significant financial checks to ensure as far as is reasonably possible their economic sustainability. TUPE will apply to this contract.
- 3.6 The tender 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 prospective bidders must achieve before their tender is evaluated against the advertised award criteria. The evaluation award criteria agreed by all ILC boroughs is 70% price and 30% quality. The award criteria is based on the following criteria and will be finalised by the ILC members prior to publication of the contract notice:

- Price 70%
- Quality 30% which is split as follows:
 - Policy cover 15%
 - Claims handling 10%
 - Added value 4%
 - Social value 1%

3.7 If there is no or insufficient insurance cover, the Council could be placed at considerable financial risk. The new contract will provide an opportunity to implement more robust contract management arrangements to maximise benefits for the ILC. The risk to stay with the present incumbent is that both premiums and stop loss figures could be increased further in future years. There is also the opportunity to test the market for competitive bids from a greater number of organisations than at the previous tender exercise, when only one bid was received. Should insurance premiums increase in future years, recharges to service departments will need to be reviewed and changed in line with the need to maintain a viable insurance fund for the Council.

3.8 The Employment Relations Act 1999 (Blacklist) Regulations 2010 explicitly prohibit the compilation, use, sale or supply of blacklists containing details of trade union members and their activities. Following a motion to full Council on 26th 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.

3.9 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	<p>Islington is looking to procure Property (with possible additional cover for terrorism damage to property) and liability covers via an Insurance London Consortium tender.</p> <p>See paragraph 3.1</p>
2 Estimated value	<p>The estimated value for the total 60 months is between £5 million and £7million.</p> <p>The agreement is proposed to run for a period of 36 months with an optional extension of 12 months, plus 12 months (total 60 months)</p> <p>See paragraph 3.2</p>

3 Timetable	Advert will be placed 1 August 2016 Contract will commence 1 April 2017. See paragraph 3.3
4 Options appraisal for tender procedure including consideration of collaboration opportunities	Outcome of options appraisal are described within this report. See paragraph 3.4
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	Outcomes are described within this report. See paragraph 3.5
6 Evaluation criteria	The price/quality breakdown is: 70% price 30% quality. The award criteria price/quality breakdown is more particularly described within the report. See paragraph 3.6
7 Any business risks associated with entering the contract	Business risks are described within this report See paragraph 3.7

4. Implications

4.1 Financial Implications

4.1.1 The contract cost will be charged to the Insurance Fund annually from 2017-18, for which there is adequate budget provision. The recommended strategy, as agreed by the Insurance London Consortium of which Islington Council is a member, is for the contract to be awarded on the basis of 70% price and 30% quality. This will provide a good basis for achieving adequate value for money alongside an acceptable level of quality.

4.2 Legal Implications

4.2.1 The Council has a fiduciary duty to Council tax payers, and must carry out its functions in a business-like manner with reasonable care and skill. Adequate insurance provision is central to good governance, effective business planning and the safeguarding of the Council's assets. Accordingly the Council has power to enter into a contract for the provision of insurance cover to protect its assets, liabilities and risks under section 1 of the Local Government (Contracts) Act 1997 on the basis such subscriptions for insurance are properly required as being incidental to the discharge of its functions.

4.2.2 The estimated value of the procurement for the new insurance contract is above the financial threshold (£164,176) for service contracts for the full application of the Public Contracts Regulations 2015. Accordingly the contract is being advertised in OJEU using the open

procedure.

- 4.2.3 On completion of the procurement process the contract may be awarded to the highest scoring tenderer. In deciding whether to appoint the selected contractor the Executive will need to be satisfied as to the competence of the chosen tenderer and that the tender price represents value for money for the Council.
- 4.2.4 Under the section 101 agreement, the members of the Insurance London Consortium are responsible for taking procurement decisions albeit that any contract for insurance services/cover will be entered into direct by the relevant Consortium Member(s).

4.3 **Environmental Implications**

- 4.3.1 This contract is not expected to have any significant environmental impacts. The contract will work to minimise environmental implications, such as by having electronic rather than paper billing only.

4.4 **Resident Impact Assessment:**

- 4.4.1 The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding. This contract is not a service that is directly provided to residents, therefore, it is not anticipated that there will be any impact on residents.

5. **Reason for Recommendations**

- 5.1 This report seeks approval to enter into a collaborative procurement for the Council's property and liability insurance contract. This new contract will ensure that there is no break in property and liability insurance provision for the Council.

Appendices: None

Background papers: None

Final report clearance

Signed by



30 June 2016

Executive Member for Finance, Performance
and Community Safety

Date

Report Author: Stephen Walsh, Insurance and Operational Risk Manager
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Report of: Chair of the Environment and Regeneration Scrutiny Committee

Meeting of	Date	Ward(s)
Executive	21 July 2016	All
		Non-exempt

Subject: CCTV Scrutiny Review

1. Synopsis

- 1.1 This report requests that the Executive receive the recommendations of the Environment and Regeneration Scrutiny Committee, following completion of the CCTV scrutiny review. A response to the recommendations set out in the report will be considered at a future meeting of the Executive.

2. Recommendations

- 2.1 That the report of the Environment and Regeneration Scrutiny Committee be received.
- 2.2 That the Executive Member's response be reported to a future meeting of the Executive, including having due regard to any relevant implications of the Environment and Regeneration Scrutiny Committee's recommendations.

3. Background

- 3.1 In September 2015 the Environment and Regeneration Scrutiny Committee commenced a review to consider the context for provision of CCTV on housing estates.

4. Implications

4.1 Financial Implications

The proposals in the review need to be costed before a response is made by the Executive.

4.2 Legal Implications

Relevant legal implications will be considered as part of the response to the review.

4.3 Environmental Implications

There are no environmental implications at this stage. Any environmental implications will be identified as part of the Executive Member response.

4.4 Resident Impact Assessment

Please see Appendix.

5. Conclusion and reasons for recommendations

5.1 The committee heard evidence about CCTV provision across the borough, the roles of the Concierge Service, CCTV Control Room, Housing Repair Team and Capital Improvement Team, alternative measures that could be used in conjunction with or instead of CCTV and future work that the services were planning.

5.2 The Committee hoped the scrutiny recommendations would improve the effectiveness of CCTV and alternative measures across the borough to improve outcomes for residents.

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ISLINGTON

CCTV Scrutiny Review

REPORT OF THE ENVIRONMENT AND REGENERATION SCRUTINY COMMITTEE

London Borough of Islington
May 2016

EXECUTIVE SUMMARY

CCTV Scrutiny Review

Aim

To consider the context for provision of CCTV on housing estates.

Evidence

The review ran from September 2015 until February 2016 and evidence was received from a variety of sources:

1. Presentations from council officers – Daniel Tomey, Concierge Service Manager and Garrett McEntee, Technical Services Manager
2. Visit to the CCTV Control Room, 222 Upper Street

Main Findings

1. The Housing CCTV Service had over 1,000 cameras and 12 concierge sites. 2 of the concierge sites were managed by the tenant management organisations (TMOs) and 10 were managed by the council. There were 6 roof access systems and these included 11 cameras. There were also new build entry systems in place.
2. When CCTV was being considered there had to be a clear stated purpose for its installation plus consultation and engagement with the public and partners. The solution had to be proportionate and have the potential to meet the stated purpose and there had to be a regard to privacy and family life.
3. Different sites required different solutions. When designing a scheme it was important to have a clear understanding of security concerns and the options available, the size of the site to have CCTV coverage, equipment specification (which was a changing field), an assessment of operational and managerial implications and clarification on objectives and outcomes to be achieved i.e. crowd control, theft reduction and unauthorised entry. Accessibility and amenity for residents was also an important consideration.
4. Alternative measures to CCTV included improving lighting and estate visibility, making better use of fences, pruning trees and removing hedge overgrowth, removing congregation focal points and addressing door entry failures.
5. Security Industry Authority (SIA) licensed officers actively viewed live camera streams. Their work included making statements, attending court, calling the emergency services or anti-social behaviour team when appropriate and writing reports to relevant council teams. The council also had unmonitored CCTV which was logged into each day by staff to ensure the cameras were working. If an incident was reported, the CCTV footage was obtained and sent to the police where appropriate.
6. Requests for assistance with CCTV came in from the police, anti-social behaviour team, shopping centres and neighbouring boroughs.
7. Some people were deterred from committing crime as they knew someone could be monitoring the CCTV. For CCTV to be a deterrent in the long term it required monitoring, immediate action, information sharing and third party action.

8. The council had a seven year capital improvement programme. Some projects were being funded by Section 106 money and CCTV priorities were identified in line with the asset strategy.

Conclusions

The committee heard evidence about CCTV provision across the borough, the roles of the Concierge Service, CCTV Control Room, Housing Repair Team and Capital Improvement Team, alternative security measures that could be used in conjunction with or instead of CCTV and future work that the services were planning.

The Committee hoped the scrutiny recommendations would improve the effectiveness of CCTV and alternative security measures across the borough to improve outcomes for residents.

Recommendations

- 1) That as part of the process to identify appropriate crime prevention measures (particularly in high risk congregation areas) CCTV be considered in conjunction with other security measures such as door entry, estate lighting, landscaping, tree and bush pruning and that these works also be considered in future CCTV capital projects to ensure a more holistic approach was adopted to CCTV security.
- 2) That following CCTV repair and maintenance works, a plan would be put in place to address other issues such as sightline interference, tree overgrowth and poor lighting in order to improve the CCTV footage. Consideration would be given to tree pruning or camera repositioning before any consideration was given to tree removal.
- 3) That the Mechanical and Engineering Service (in consultation with officers in Housing Operations, including the Public Protection Team, Housing Investment Team and the Housing Anti-Social Behaviour Team) should continue to work closely with partners, to share information and to take appropriate action depending on funding availability where anti-social behaviour/criminal acts were taking place.
- 4) That the Resident Consultation team in Housing and Property Services and the Service Development Team in the Housing Needs and Strategy Team should work more closely to engage residents and be responsive to residents' comments.
- 5) That officers monitor technological advances in the area of CCTV and related equipment to ensure this technology was considered when there was a requirement to upgrade existing equipment.
- 6) That consideration be given to the greater use of mobile CCTV equipment to target problem areas for a specific period of time with the cameras then being removed when the problem had been addressed.

MEMBERSHIP OF THE ENVIRONMENT AND REGENERATION SCRUTINY COMMITTEE

COUNCILLORS – 2015/16

Councillors:

Councillor Court (Chair)
Councillor Diarmaid Ward (Vice-Chair)
Councillor Debono
Councillor Doolan
Councillor Hamitouche
Councillor Heather
Councillor Jeapes
Councillor Russell
Councillor Spall

Substitutes:

Councillor Kay
Councillor Diner
Councillor Alice Perry
Councillor Poyser

Acknowledgements: The Committee would like to thank all the witnesses who gave evidence to the review.

Officer Support:

Zoe Crane – Democratic Services

Lead officers – Garrett McEntee, Technical Services Manager and Daniel Tomey, Concierge Services Manager

1. Introduction

- 1.1 The committee heard that the Housing CCTV Service had over 1000 cameras and 12 concierge sites. 2 of the concierge sites were managed by tenant management organisations (TMOs) and 10 were managed by the council. They were open between 16-24 hours a day. There were 33 estates. There were 6 roof access systems and these included 11 cameras. There were also new build video entry systems in place.
- 1.2 CCTV could be a deterrent for a short time but to be effective it required monitoring, immediate action, information sharing and third party action. The number, location and quality of cameras was important as was lighting. It was also important to work closely with partners, and have visible cameras, signage and the concierge visible.
- 1.3 Maintaining CCTV helped to support crime prevention measures, helped to address anti-social behaviour, improved the quality of residents' lives, provided a crime and anti-social behaviour deterrent and assisted with crime investigation.
- 1.4 When CCTV was being considered there had to be a clear stated purpose for its installation plus consultation and engagement with the public and partners. The solution had to be proportionate and have the potential to meet the stated purpose and there had to be a regard to privacy and family life. Home office guidance stated that deployment should not continue for longer than necessary, however it was impractical to remove cameras and the problem could then return.
- 1.5 It was considered that there had to be a balance between public protection and individual privacy.

2. Findings

The Concierge Service

- 2.1 The committee was advised that in the last five years there had been a change of focus in the concierge service. The monitoring of CCTV in the borough and communications had been improved, concierges had been made responsible for their cameras, all housing cameras had been networked, office upgrades had been undertaken, performance indicators had been put in place and there was a focus on staff training. In this time the CCTV contract ended and the service was insourced.
- 2.2 In terms of monitored CCTV, (Security Industry Authority) SIA licensed officers actively viewed live camera streams. Complimentary systems such as PA, intercom and access control were used and officers undertook investigating and reporting. This included making statements and attending court, calling the emergency services or Anti Social Behaviour team etc. when appropriate and writing reports to the relevant council teams. One in five perpetrators was identified from CCTV. Taking action was a deterrent to those who committed crime and/or anti-social behaviour.
- 2.3 Unmonitored CCTV was logged into each day by staff to ensure the cameras were working. If an incident was reported, the CCTV footage was obtained and sent to the police where appropriate.
- 2.4 The committee was pleased to hear that customer satisfaction surveys had indicated that 87.5% of respondents considered the service provided to be good or very good, 88% of respondents were satisfied that the concierge service provided value for money and 94% of respondents considered that the introduction of the concierge service had reduced the number of incidents of crime and anti- social behaviour in their block/estate.
- 2.5 Performance monitoring included monitoring anti social behaviour, crime reports per office and per person, the number of incidents, where and when they occurred and the number of arrests as a consequence of concierge actions. Every time a request for CCTV was made, this was recorded and a report was entered into the database. The concierge service generated approximately 1,600 anti-social behaviour and crime reports each year.
- 2.6 Concierge staff built relationships with residents e.g. they took in parcels for residents and arranged repairs where necessary. They were often able to identify those involved in incidents using CCTV footage.
- 2.7 The sites managed by TMOs received the same funding as the council run sites did. They had chosen to run the sites themselves so the council did not usually get involved in their management.
- 2.8 Next steps included undertaking a consultation on a restructure, considering how the service engaged with residents which would include increasing the number of electronic noticeboards, more training for staff on anti-social behaviour legislation and information sharing, ensuring all capacity was used, considering the use of technology e.g. movement sensors which would mean not all camera footage would have to be shown on screens at one time, improving three of the offices and improving signage visibility.

The CCTV Control Room

- 2.9 On a visit to the CCTV Control Room, members heard that the team focussed on crime and disorder and the CCTV was not used to deal with driving offences. In addition there were cameras monitored by the concierge on housing estates and there were also parking enforcement cameras monitored by a separate team based at Old Street. Some of the

cameras were used by both the council's CCTV team and the Parking Enforcement team so there were instances where one team moved a camera when the other team was monitoring an incident. Scotland Yard could also move the cameras.

- 2.10 The CCTV team and individuals within the team had won a number of awards including an EPIC award and national awards.
- 2.11 Requests for assistance with CCTV came in from the police, the anti-social behaviour team, shopping centres and neighbouring boroughs. If road traffic accidents or other incidents occurred, the CCTV footage could be examined to work out what happened. CCTV footage was kept for 31 days unless it was saved in which case it would be saved for three months. If it was footage of a serious incident, a copy would be made.
- 2.12 Some people were deterred from committing crime if they thought someone was monitoring the CCTV. It was not possible for the service to provide meaningful crime data comparisons pre and post CCTV installation as the team mainly focussed on anti-social behaviour rather than other types of crime.
- 2.13 Trees often presented a problem when they were near to cameras as their leaves prevented the cameras from seeing the area it was meant to be focussed on. This was a particular problem in summer.

Housing Repairs Team and Capital Improvement Team

- 2.14 Officers advised that Capital Improvement Work involved maintaining the existing equipment rather than implementing new schemes.
- 2.15 CCTV repair works were carried out by the Housing Repairs Team. Maintenance works included a six monthly maintenance programme and an annual service. Responsive repairs were undertaken to address minor repair works i.e. breakdowns and equipment failure. When repairs work was undertaken, all the equipment was serviced and cleaned i.e. cameras, recording equipment and the PA systems. Breakdown information was recorded and sent to repair officers and data was uploaded into the maintenance programme.
- 2.16 The CCTV Capital Improvement Strategy considered capital investment availability, the forward improvement plan, any technical need for the proposed works, resident and stakeholder feedback, crime and anti-social behaviour, officer consultation feedback, other capital improvement projects and alternative security measures. The Capital Improvement Strategy allocated resources to the places it was most needed.
- 2.17 Different sites required different solutions. Scheme design considerations included a clear understanding of security concerns and the options available, the size of the site to have CCTV coverage, equipment specification (which was a changing field), assessment of operational issues, assessment of managerial implications and clarification on objectives and outcomes to be achieved i.e. crowd control, theft reduction and unauthorised entry.
- 2.18 An example of work undertaken was on the Elthorne Estate, where a wall which had been used by congregating youths linked to gangs had been removed and this had stopped them from congregating there.

- 2.19 Following a request from residents on one estate to install more CCTV, the Crime Prevention Officer put forward a number of recommendations which included a small increase in cameras plus a number of alternative security measures including an 'A' frame which would allow cyclists through but only if they dismounted. Pushchair and wheelchair access was more restricted but this could be alleviated by having the base a little wider. Another alternative measure was to fit bollards across footpaths which were wide enough to allow wheelchair access. Old fashioned paving stones were irregular and difficult to ride over quickly and helped to slow bikes down. Restrictive seating could act as alternative security measure. It could help to address youths congregating around seating and bin enclosures could be designed so it was not possible to hide. Ladder guards design could be improved to improve security and prevent access to restricted/less secure areas.
- 2.20 A CCTV dome camera could provide effective CCTV. People on the ground could not see in which direction the camera was pointing. Other ways to improve security included to improve lighting and estate visibility, make better use of fences, prune trees and remove hedge overgrowth, remove congregation focal points, remove non-illuminate areas, install suitable lighting where scaffolding was being used and address door entry failures. Work was being undertaken to categorise cameras with problems eg near trees or poor lighting so they could be managed as a group.
- 2.21 Concerns were raised that alternative security measures could affect accessibility and amenity for residents. It was important to consider the specifics of each site as well as alternative security measures and this was included in the stakeholder consultation process.
- 2.22 The council had a seven year capital investment programme, some projects were being funded by Section 106 money and CCTV priorities were being identified in line with the asset strategy. Depending on the specification, each camera cost approximately £3500 to install and there was an ongoing maintenance cost.
- 2.23 The project delivery process map involved a feasibility analysis/commissioning document, consultation with internal and external crime prevention bodies, a ballot/consultation requirement, scheme design, scheme procurement and scheme implementation.
- 2.24 Officers advised that more work could take place to make the service more responsive to residents' comments. The service was trying to work more closely with stakeholders, particularly when upgrading installations.
- 2.25 Some areas and estates had more CCTV than others. Work was taking place with the Geographic Information System (GIS) team to map every camera in the borough.
- 2.26 As technology improved, CCTV became smarter. More tracking was now taking place and equipment such as trip wires and motion sensors were being introduced. Sherlock was a new system that could search through historical data quickly. This would be an area for more development in the future.

3. Conclusion

- 3.1 The committee heard evidence about CCTV provision across the borough, the roles of the Concierge Service, CCTV Control Room, Housing Repair Team and Capital Improvement Team, alternative measures that could be used in conjunction with or instead of CCTV and future work that the services were planning.
- 3.2 The Committee hoped the scrutiny recommendations would improve the effectiveness of CCTV and alternative measures across the borough to improve outcomes for residents.

APPENDIX – SCRUTINY INITIATION DOCUMENT

SCRUTINY REVIEW INITIATION DOCUMENT (SID)
Review: CCTV
Scrutiny Review Committee: Environment Scrutiny Committee
Director leading the review: Simon Kwong
Lead Officers: Garrett McEntee and Daniel Tomey
Overall aim: To consider the context for provision of CCTV on housing estates
<p>Objectives of the review:</p> <ul style="list-style-type: none"> • To understand why we have CCTV on some estates and not others. • To consider works currently undertaken to maintain and upgrade CCTV systems and how these are planned and prioritised • To consider resident consultation around CCTV systems on housing estates • To consider available funding for CCTV.
<p>How is the review to be carried out:</p> <p>Scope of the Review</p> <p>The review will focus on:</p> <p style="padding-left: 40px;">Understanding how current CCTV systems are used and maintained</p> <p style="padding-left: 40px;">Resident views on CCTV on housing estates</p> <p style="padding-left: 40px;">Whether the installation of new CCTV schemes is feasible</p> <p style="padding-left: 40px;">Whether mobile CCTV cameras are practicable and/or cost-effective.</p> <p style="padding-left: 40px;">Alternative measures to CCTV</p> <p style="padding-left: 40px;">The role of the concierge</p> <p>Types of evidence:</p> <p style="padding-left: 40px;">A presentation covering the above aspects will be given jointly by the Technical Services Manager and the Concierge Manager.</p> <p style="padding-left: 40px;">Statistics pre and post CCTV.</p> <p style="padding-left: 40px;">Visit to the Brewery Road Site to see the operation in progress (<i>optional</i>)</p>

THE ENVIRONMENT AND REGENERATION SCRUTINY COMMITTEE

RESIDENT IMPACT ASSESSMENT CCTV Scrutiny Review

1. What are the intended outcomes of this Scrutiny?

The Council has over 1000 CCTV cameras which cover 33 housing estates and public highways. CCTV is used for the prevention and detection of crime and disorder and is monitored by a central control room and the Concierge Service. In April 2015 housing CCTV monitoring services were brought insourced with all concierge and security staff transferred into the council.

The purpose of the scrutiny was:

- To consider the context for provision of CCTV on housing estates.
- To understand why we have CCTV on some estates and not others.
- To consider works currently undertaken to maintain and upgrade CCTV systems and how these are planned and prioritised
- To consider resident consultation around CCTV systems on housing estates
- To consider available funding for CCTV.

The committee heard evidence about CCTV provision across the borough, the roles of the Concierge Service, CCTV Control Room, Housing Repair Team and Capital Improvement Team, alternative security measures that could be used in conjunction with or instead of CCTV and future work that the services were planning.

The Committee hoped the scrutiny recommendations would improve the effectiveness of CCTV and alternative security measures across the borough to improve outcomes for residents.

Recommendations:

- 1) That as part of the process to identify appropriate crime prevention measures (particularly in high risk congregation areas) CCTV be considered in conjunction with other security measures such as door entry, estate lighting, landscaping, tree and bush pruning and that these works also be considered in future CCTV capital projects to ensure a more holistic approach was adopted to CCTV security.
 - 2) That following CCTV repair and maintenance works, a plan would be put in place to address other issues such as sightline interference, tree overgrowth and poor lighting in order to improve the CCTV footage. Consideration would be given to tree pruning or camera repositioning before any consideration was given to tree removal.
 - 3) That the Mechanical and Engineering Service (in consultation with officers in Housing Operations, including the Public Protection Team, Housing Investment Team and the Housing Anti-Social Behaviour Team) should continue to work closely with partners, to share information and to take appropriate action depending on funding availability where anti-social behaviour/criminal acts were taking place.
 - 4) That the Resident Consultation team in Housing and Property Services and the Service Development Team in the Housing Needs and Strategy Team should work more closely to engage residents and be responsive to residents' comments.
 - 5) That officers monitor technological advances in the area of CCTV and related equipment to ensure this technology was considered when there was a requirement to upgrade existing equipment.
 - 6) That consideration be given to the greater use of mobile CCTV equipment to target problem areas for a specific period of time with the cameras then being removed when the problem had been addressed.
-

2. Resident Profile

The changes suggested will affect residents, visitors and service users this includes leaseholders and tenants who receive the concierge service or remote CCTV monitoring to their residential sites.

		Borough profile	Housing Service User profile
		Total: 206,285	Total: 6327
Gender	Female	51%	52%
	Male	49%	46.5%
Age	Under 16	32,825	23%
	16-24	29,418	12.5%
	25-44	87,177	30%
	45-64	38,669	24%
	65+	18,036	11%
Disability	Disabled	16%	26.3%
	Non-disabled	84%	58%
Sexual orientation	LGBT	No data	2.7%
	Heterosexual/straight	No data	67.7%
Race	BME	52%	60.28
	White	48%	27.34
Religion or belief	Christian	40%	40.7%
	Muslim	10%	20.2%
	Other	4.5%	3%
	No religion	30%	15.5%
	Religion not stated	17%	20.5%

3. Equality impacts

Service users of Housing CCTV are broadly similar in most cases to the demographic of the borough. It should be noted however that there is a greater representation of BME groups and significantly higher Muslim and Disabled population on estates with CCTV cameras.

Cameras are installed to improve the quality of estates and resident feedback from concierge sites is that this has been the case.

The recommendation to consider other security measures in conjunction with CCTV works will improve the likelihood of success of any scheme. Additional works to lighting or the

fabric of the local geography could increase scheme costs which will have a socio economic impact on leaseholders who are liable for the costs of CCTV schemes on housing estates.

The recommendation that That the Resident Consultation team in Housing and Property Services and the Service Development Team in the Housing Needs and Strategy Team should work more closely to engage residents and be responsive to residents' comments. Should ensure that all residents are able to participate in the process by including multiple communication channels i.e. written, e-communications, face to face.

The recommendation that consideration be given to the greater use of mobile CCTV will reduce long term costs to residents which could be a socio economic benefit if successful at preventing the need for CCTV.

The proposed changes above are not likely to have a negative impact on relations between communities with protected characteristics.

4. Safeguarding and Human Rights impacts

a) Safeguarding risks and Human Rights breaches

Please describe any safeguarding risks for children or vulnerable adults AND any potential human rights breaches that may occur as a result of the proposal? Please refer to **section 4.8** of the [guidance](#) for more information.

No safeguarding or human rights breaches

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

5. Action

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

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

Action	Responsible person or team	Deadline
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Ensure that new CCTV schemes and site upgrades consider other security measures and that the solution is proportionate to the problem both financially and physically.	Technical Services Manager	Ongoing
Ensure that all residents are able to participate in the process by including multiple communication channels i.e. written, e-communications, face to face.	Resident Consultation Team	Ongoing

Please send the completed RIA to equalites@islington.gov.uk and also make it publicly available online along with the relevant policy or service change.

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

Staff member completing this form:

Head of Service or higher:




Signed: _____ Daniel Tomey _____

Signed: _____ Simon Kwong _____

Date: 27/05/2016

Date: 14/06/2016

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Report of: Chair of the Environment and Regeneration Scrutiny Committee

Meeting of	Date	Ward(s)
Executive	21 July 2016	All
Delete as appropriate		Non-exempt

Subject: Smart Cities Scrutiny Review

1. Synopsis

- 1.1 This report requests that the Executive receive the recommendations of the Environment and Regeneration Scrutiny Committee, following completion of the Smart Cities scrutiny review. A response to the recommendations set out in the report will be considered at a future meeting of the Executive.

2. Recommendations

- 2.1 That the report of the Environment and Regeneration Scrutiny Committee be received.
- 2.2 That the Executive Member's response be reported to a future meeting of the Executive, including having due regard to any relevant implications of the Environment and Regeneration Scrutiny Committee's recommendations.

3. Background

- 3.1 In July 2015 the Environment and Regeneration Scrutiny Committee commenced a review of Smart Cities. The aim was to explore and understand the different approaches that Islington Council could consider to become a 'Smart City' and how new technologies could influence this.

3.2 The committee heard about possible smart city innovations that the council could consider for development, based on advice from experts and other local authorities.

4. Implications

4.1 Financial Implications

The proposals in the review need to be costed before a response is made by the Executive.

4.2 Legal Implications

Relevant legal implications will be considered as part of the response to the review.

4.3 Environmental Implications

There are no environmental implications at this stage. Any environmental implications will be identified as part of the Executive Member response.

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.

The Committee has had regard to any equalities implications and resident impacts identified by witnesses during the course of the review. Details of any such implications are set out in the appended report. A Resident Impact Assessment has not been completed as the Executive is only asked to receive the report at this stage. The impact on residents will need to be fully considered as part of the Executive Member response to the review, at which point a Resident Impact Assessment will be completed if required.

5. Conclusion and reasons for recommendations

5.1 The Environment and Regeneration Scrutiny Committee heard evidence about a number of Smart City schemes across the country and smart city work that was being undertaken in Islington. The committee heard about a number of ideas for becoming a 'Smart City' in the future.

5.2 The committee hoped its recommendations would improve smart city work in the borough.

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E-mail: zoe.lewis@islington.gov.uk

Smart Cities Scrutiny Review

REPORT OF THE ENVIRONMENT AND REGENERATION SCRUTINY COMMITTEE



**London Borough of Islington
May 2016**

EXECUTIVE SUMMARY

Smart Cities Scrutiny Review

Aim

To explore and understand the different approaches that Islington Council should consider to becoming a 'Smart City' and how new technologies can influence this.

Evidence

The review ran from July 2015 until April 2016 and evidence was received from a variety of sources:

1. Presentations from witnesses – Lean Doody and Amanda Bailey - Arup Consultants, Trevor Gibson - Opportunities Peterborough, Joe Dignan - Future Cities, Catapult and Dr Terry Norman - Wireless Explorers.
2. Presentations from council officers – Matthew Homer, Waste Strategy Manager and Sally Millett, Head of ICT Strategy and Transformation

Main Findings

1. Smart Cities meant many things to many people. Smart cities was about having smart and connected communities. The growth in local populations, the increase in visitor numbers and commuters meant that all urban areas faced a broad range of problems ranging from traffic management to pollution to rising energy costs. Pressure on council resources and increasing demand for public services meant that there was a need to redesign services and technology was a significant enabler in service transformation and improvement.
2. Islington was doing lots of Smart Cities work without thinking of it as Smart Cities work. This work could be used as a catalyst to learn across the wider remit of the council.
3. The Clean Islington App was a mobile app which enabled residents to easily report issues to the council. It was a good example of using mobile technology to improve services for residents. It was possible that in time this could be expanded to report issues to other services.
4. Smart Infrastructure work in Islington included street based WIFI. The council received £500,000 initially from the operator who would put boxes on lampposts free of charge and it was anticipated that when the revenue streams were in place, the council would receive £2million per year. Initially the WIFI would be on Holloway Road and Upper Street and would then be rolled out. Existing initiatives included smart bins and links with Future Cities Catapult. The registrars system was fully online, repairs was due online shortly, some non-office based officers had been given mobile devices to help them report issues and conduct more work whilst out of the office and smart technology was used to record carers' visits and timings.
5. The next step for Islington was to develop the Smart City Framework for Islington. This would include assigning leadership for the Digital Collaboration Strategy, engagement with communities, partners, private sector experts and technology providers, to review the strategic objectives and delivery principles as well as the opportunities and to create an action/delivery plan.
6. The council should consider internal challenge and think about what else could be done, how it could link up with other external initiatives and funding opportunities and how it could encourage local communities to participate towards making Islington digital.

7. The internet of things was the enabling technology of smart cities. The internet of things optimised business processes, led to efficiency improvements, and cost savings. It also had the potential to improve the environment and could have health benefits.
8. Smart cities and the internet of things had three tangible benefits:
 - 1) To help deal with population growth and sustainability without additional resources.
 - 2) To reduce the cost of services.
 - 3) To enable the introduction of new services in the future.

Conclusions

The Smart Cities Scrutiny Review heard evidence about a number of Smart City schemes across the country and smart city work that was being undertaken in Islington. The Committee heard about a number of ideas for becoming a Smart City in the future. The Committee hoped the recommendations would improve smart city work in the borough.

Recommendations

- 1) **That a senior officer be made responsible for promoting, coordinating and leading the Smart Cities work within the council ensuring the smart agenda is communicated and embedded to all areas of the council and its staff.**
- 2) **That consideration be given to whether the Clean Islington App could be expanded to other areas of the council.**
- 3) **That the Smart City Framework for Islington be developed to include assigning leadership for the Digital Collaboration Strategy, engagement with communities, partners, private sector experts and technology providers, to review the strategic objectives and delivery principles as well as the opportunities and to create a smart city action/delivery plan.**
- 4) **The council should undertake a ‘Smart Audit’ to ascertain what services could already be described as smart, and to look at what services could be delivered.**
- 5) **That the council should consider internal challenges and where smart cities work could be undertaken, how it could link up with other external initiatives and funding opportunities and how it could encourage local communities to participate toward making Islington digital.**
- 6) **That smart cities be considered when procuring services, including piloting new procurement processes.**
- 7) **That the Internet of Things (the enabling technology of smart cities) should be considered when undertaking smart cities work to ensure that systems were Internet of Things ready so once technology improved, outcomes could be maximised.**
- 8) **That the Environment and Regeneration Scrutiny Committee receive an annual report on Smart Cities.**
- 9) **The council should package our existing smart work better, actively promote this work and look to maximise the opportunities that exist in terms of funding and grants available.**
- 10) **That in preparation for the internet of things, the council should have an assessment of the current and potential value of data, and look to retain the ownership of data wherever possible.**

MEMBERSHIP OF THE ENVIRONMENT AND REGENERATION SCRUTINY COMMITTEE

COUNCILLORS – 2015/16

Councillors:

Councillor Court (Chair)
Councillor Diarmaid Ward (Vice-Chair)
Councillor Debono
Councillor Doolan
Councillor Hamitouche
Councillor Heather
Councillor Jeapes
Councillor Russell
Councillor Spall

Substitutes:

Councillor Kay
Councillor Diner
Councillor Alice Perry
Councillor Poyser

Acknowledgements: The Committee would like to thank all the witnesses who gave evidence to the review.

Officer Support:

*Zoe Crane – Democratic Services
Anthony Akadiri – Digital Services*

1. Introduction

- 1.1 Smart Cities meant many things to many people. Smart cities was about having smart and connected communities. The growth in local populations, the increase in visitor numbers and commuters meant that all urban areas faced a broad range of problems ranging from traffic management to pollution to rising energy costs. Pressure on council resources and increasing demand for public services meant that there was a need to redesign services and technology was a significant enabler in service transformation and improvement.
- 1.2 BSI PAS 181 Smart City Framework defined a smart city as “the effective integration of physical, digital and human systems in the built environment to deliver a sustainable, prosperous and inclusive future for its citizens”.
- 1.3 ISO June 2015 stated that “A smart city dramatically increases the pace at which it improves its sustainability and resilience by fundamentally improving how it engages society, how it applies collaborative leadership methods, how it works across disciplines and city systems, and how it uses data and integrated technologies, in order to provide better services and quality of life to those in and involved with the city (residents, businesses, visitors)”.

2. Findings

The Smart City Approach

- 2.1 The Smart City Leadership Programme was developed in partnership with BSI and Urban DNA Ltd. It was built around the PAS 181 Smart City Framework. It was aimed at increasing the personal and collective knowledge of city leaders about the need for, and possibilities arising from, a smart city approach. It established the foundations to increase the pace at which cities responded to the Smart City opportunity.
- 2.2 Standards Based Assessment engaged city leadership in a simple assessment process (personal or small groups) that provided a snapshot of their city’s current state of ‘smartness’. It helped to reposition ‘standards’ in the eyes of city leaders. It directly related to the PAS 181 framework and added rapid value to the Smart City standards. The assessment approach was now included in the BSI Smart Cities Overview guide, PD8100:2015.
- 2.3 The smart city approach should accelerate the pace of change in addressing city challenges, framework guidance could help inform each area’s approach, there was no Smart City without Smart City leadership and engagement, collaboration and partnerships were the key starting point – Smart Cities was not just about technology or investing significant resources.
- 2.4 The Committee heard that technology allowed data to be collected and to connect systems together and that efficiencies could be made across many areas including transport, energy, waste, water and environmental efficiencies. Digital clusters were becoming more common and attracted investment and technology impacted upon people and the impacts could be positive or negative.
- 2.5 Arup was an independent firm of designers, planners, engineers, consultants and technical specialists had conducted a market opportunity study for the Department for Business Innovation and Skills (BIS). Arup representatives advised that some people were reluctant to spend money on Smart Cities work but cities already spent a substantial amount of money on technology e.g. transport infrastructure, energy, logistics and waste management all used technology. Often though the technology was not joined up and was duplicated. Arup had produced a smart London plan and found if organisations such as the GLA, TfL, business start-ups, universities and local authorities brought budgets together, more could be achieved and relationships could be strengthened. Councils could enable this.

Work Being Done In Islington

- 2.6 Islington was doing lots of Smart Cities work without thinking of it as Smart Cities work. This work could be used as a catalyst to learn across the wider remit of the council. Publicising the Smart Cities work more would help the Smart Cities agenda, help with gaining feedback and technology providers who worked where there were opportunities, could see Islington as a good place to work.
- 2.7 The Clean Islington App was a mobile app which enabled residents to easily report issues to the council. It was a good example of using mobile technology to improve services for residents. It was possible that in time this could be expanded to report issues to other services.
- 2.8 Smart Infrastructure work in Islington included street based WIFI. The council received £500,000 initially from the operator who would put boxes on lampposts free of charge and it was anticipated that when the revenue streams were in place, the council would receive £2million per year. Initially the WIFI would be on Holloway Road and Upper Street and would then be rolled out. Existing initiatives included smart bins and links with Future Cities Catapult. The registrars system was fully online, repairs was due online shortly, some non-office based officers had been given mobile devices to help them report issues and conduct more work whilst out of the office and smart technology was used to record carers' visits and timings.
- 2.9 Smart recycling and waste measures improved efficiency and improved service. Recycling and waste sites were currently emptied on a regular weekly schedule irrespective of how full they were. Bins filled at different rates at different times of the year so a regular schedule was not always possible. Visiting a half empty bin was twice as expensive as visiting a full bin.
- 2.10 Dynamic scheduling meant emptying a bin when it needed to be emptied and finding the best route from site to site. This resulted in efficient collections, better customer service and improved monitoring.
- 2.11 A bin sensors trial was taking place. The sensors were fitted to recycling bins on one of the rounds. These measured hourly fill levels and reported back to a database. The sensors advised officers when each bin was full and also predicted when the bin would be full. Commercial bins and wheelie bins were currently excluded. Prison bins had been excluded pending prison security checks on the system. Potential uses for sensors were in the remaining recycling sites, communal waste bins, skips, grit bins and litter bins. Big Belly bins were litter bins with inbuilt sensors. They provided fill data and alerts.
- 2.12 Islington's digital strategy included four strands: 1) Digital Collaboration which involved data sharing; 2) Digital Place which was how citizens were involved in a digital way; 3) Digital Customers and 4) Digital Workforce.
- 2.13 In 2015 a joint workshop with Islington and Camden had been hosted by Catapult. A BT innovation event was held in November 2015. Spacehive was used for crowd sourcing for funding opportunities.
- 2.14 It was important to consider accessibility and inclusivity when becoming more digital. There were 154 computers in libraries that could be used by those without access to technology and there was mediated access where staff helped customers access services digitally.

Work Being Done Outside Islington

- 2.15 Arup representatives gave examples of projects they had been involved with across the world included: 1) Following the earthquake in Christchurch, infrastructure was reconfigured. Children were given portable sensors to monitor air and water quality. There was an open data platform and apps could be built from this. The system encouraged ownership of the area. 2) In Nigeria, there was a My Home is My Phone scheme. Many people did not have street addresses but could access services through their phones. 3) In Helsinki, there was an objective to have a car free city and so smart initiatives had been introduced. There was a bus which responded like a taxi if called and it could deviate from its route.
- 2.16 Peterborough was the UK's second fastest growing city. It had a population of over 188,400 people. It was one of four cities which received funding from the Technology Strategy Board to develop and test ideas for how smart, future-proofed cities could work. A requirement of the funding was that projects should be replicable and scalable.
- 2.17 The project was delivered by Opportunity Peterborough and Peterborough City Council. It received £3million to deliver a project over 3 years.
- 2.18 The principles of the Peterborough project were to focus on innovation, sustainability and growth, to provide a catalyst to change mind-sets towards an efficient and sustainable urban future and act as an enabler to delivering the city's vision. Transparency, participation, empowerment, collaboration, engagement and openness were important.
- 2.19 Peterborough was actively involved in national Smart City thinking and standards development and applying PAS 181 (the Smart City Framework) to systematically approach the challenge from strategy through to implementation.
- 2.20 Key Initiatives were 1) Digital Peterborough – having open data and becoming the first gigabit city with superfast broadband for businesses and residents; 2) Brainwave – a platform to facilitate immediate match-making between innovators and challenges; 3) Circular Peterborough – working demonstration projects were developed to improve resource efficiency; 4) Developing Skills for our Future through the Peterborough Graduate Scheme, bursaries and Smart Suppers in which young people pitched their solutions to city challenges and one was chosen and its development supported. There had been few problems with the installation of the super broadband other than many of the main roads being dug up. The broadband was working effectively and many businesses had relocated to where the superfast broadband was in place. The council had installed the superfast broadband in conjunction with City Fibre who had undertaken the work in a number of cities.
- 2.21 Peterborough was 2 ½ years into its Smart Cities work so was in the early stages of seeing benefits. It would be another 2-3 years before tangible benefits would be seen. Opportunity Peterborough had six members in the team; three of which were part time. It was well integrated with the council.
- 2.22 Peterborough was going to put sensors in the homes of vulnerable people who received social care in order to monitor temperature and movement. In addition 25 weather stations were being installed in schools. The data would be connected so that when temperatures were recorded as extreme, this would trigger support where necessary. It was anticipated that this project could build partnerships in the community, improve the quality of service and result in a corresponding reduction in the cost of service.
- 2.23 On a global perspective, India and China had infrastructure based plans, Singapore had the 'World's First Smart Nation Programme and Beijing's new 2025-2050 master plan based crowd funding community projects focussed on the everyday needs and challenges residents faced.

- 2.24 Milton Keynes was using smart technology in infrastructure and parking/traffic management, Glasgow was building a new university and had a Smart Campus, Bristol and Birmingham were working on infrastructure and open data, Manchester had done Smart Cities work in sustainability, EU partnering and funding and Leeds had a Data City Partnership.
- 2.25 In London, the Greater London Authority had the Smart London Plan and was looking to share data with communities, in Westminster, smart parking had been introduced. This involved having sensors in the parking bays. Economies of scale increased when the scale of the schemes did.
- 2.26 Bristol and Loughborough had appointed Smart Cities leaders. Leadership at a political and director level helped in building momentum for Smart Cities but as well as a top down approach, a bottom up approach was also required. Those who delivered the services knew where the challenges were.

Working Towards Smart Cities in Islington

- 2.27 The next step for Islington was to develop the Smart City Framework for Islington. This would include assigning leadership for the Digital Collaboration Strategy, engagement with communities, partners, private sector experts and technology providers, to review the strategic objectives and delivery principles as well as the opportunities and to create an action/delivery plan.
- 2.28 It was important to: 1) enable participation and involve communities e.g. young people, schools, residents, volunteers and local businesses; 2) collaborate with the private sector, funding bodies, industry experts and communities; 3) identify data sets and; 4) create a culture of open data to enable external partners/communities to create apps which delivered value for citizens.
- 2.29 The council should consider internal challenge and think about what else could be done, how it could link up with other external initiatives and funding opportunities and how it could encourage local communities to participate towards making Islington digital.
- 2.30 The Director, Public Realm stated that technology was necessary to deliver services in a more efficient way. It was hoped that in time 80-90% of people would self serve and then a dedicated service could be provided to the remaining 10-20%.
- 2.31 Smart Champions in the council could help to promote Smart Cities. Leadership and support from management was crucial.
- 2.32 Potential opportunities for the Waste and Recycling Service could include 1) the digitalisation of services e.g. digital back office systems, in cab devices for front line staff and vehicle technology (GPS tracking, bin weighing and cameras); 2) management and efficient services e.g. real time dynamic routing, GPS tracking, service productivity, resource allocation, reduced administration and health and safety implications; 3) customer and better services e.g. messaging to crews, better customer service information, more use of the web and phone app.

The Future of Smart Cities

- 2.33 There were many technological advances that would happen in the short, medium and long term future. These technological advances would drive Smart Cities. To be successful a Smart City required a focus on the citizens living in it and the challenges they faced.
- 2.34 Conceptually the possibilities associated with "Smart Cities" were endless and it provided one of the answers to enable the council to do more with less especially as urban data and technology could be used to make places healthier, safer and more efficient for citizens,

businesses and visitors. Homes, buildings and spaces would become significantly more intelligent. 1.6 billion connected things would be used by Smart Cities in 2016. This was a 39% increase on 2015.

- 2.35 The latest thinking on Smart Cities was that it addressed urban challenges by using digital technologies to engage and enable citizens, however it could be too concerned with hardware and technology and citizens should be put first and technology put second. “Collaborative technologies” offered cities another way to make smarter use of resources, smarter ways of collecting data and smarter ways to make decisions. Collaborative technologies could also help citizens themselves shape the future of the cities.
- 2.36 The charity NESTA had produced a report entitled “Rethinking Smart Cities from the Ground Up”. The policy recommendations included realigning the Smart Cities approach. This could involve:
1. Setting up a civic innovation lab to drive innovation.
 2. Using open data and open data platforms to mobilise collective knowledge.
 3. Taking human behaviour as serious as technology.
 4. Investing in smart people not just smart technology.
 5. Spreading the potential of collaborative technologies to all parts of society.
- 2.37 Local Communities engaging, mobilising and collaborating was the key to success. Connecting interlocking smart technologies was complex and exploiting the opportunities associated with making open non-personal, non-commercial data sets available for innovative purposes required careful and realistic consideration of issues such as information management, protection and security.
- 2.38 Future Cities Catapult was a not for profit organisation working with digital communities across the UK to drive innovation and accelerate growth for the UK’s digital economy. This represented £1bn funding over next 5 years.
- 2.39 There were opportunities to collaborate with the private sector. IT Vendors such as Cisco, BT and Arqiva were involved in Smart Cities work. London had a £100m annual fund for Smart Cities.
- 2.40 The internet of things was the enabling technology of smart cities. The internet of things optimised business processes, led to efficiency improvements, and cost savings. It also had the potential to improve the environment and could have health benefits. In smart city designing, it was important to combine data, make it available to others, record times, places, locations, people and numbers to see how people were using the city. Assets could be put on a network with information being collected from each asset through the network and applications used to optimise performance by monitoring, controlling and enriching.
- 2.41 There was a need for a holistic approach to the internet of things to combine various types of data together. A technology strategy should straddle departments and bring about transformational change in procurement, business models and project approval – business case assessment.
- 2.42 Concern was raised about councils selling WIFI as they would need street furniture for the internet of things in the future. It was important to protect the council’s right to earn revenue from data and focus on long term rather than short term gain and retain the ownership of data.

- 2.43 Data was produced by many organisations – e.g. councils, TfL, mobile phone companies and there were apps that assembled data from many data sources to give the user a range of relevant information e.g. how to travel from one place to another in a variety of ways. The telecommunications network and in particular a good broadband connection was important for Smart Cities.
- 2.44 At a time when council budgets were under significant pressure, it was important to think innovatively, see what was being done currently, address any gaps, consider the work of other boroughs and the GLA and look at barriers and outcomes. Working with others made smart working more achievable and effective. It was also important to ensure that the vulnerable were not excluded.
- 2.45 The way councils procured services was important. Pre-procurement mechanisms meant councils could procure research to work with a vendor. Doing collaborative work first could result in a better brief and this way of working encouraged innovation. Many boroughs were sharing resources and back office functions.
- 2.46 Having public health within local authorities created an opportunity to come to smart solutions. Arup was working with the NHS on a new towns initiative. Work would be undertaken to see the role technology could play in health outcomes for an area. It could help plan future services, identify vulnerable people and pilot projects would be taking place. Bristol was using control centre monitors to provide telecare. Technology did not replace healthcare professionals but would be an enabler.
- 2.47 Some councils appointed a chief officer to work across the council looking at data and infrastructure and joining it up. The committee was advised that there was a need to engage with good quality engineers on the practicalities of smart cities.
- 2.48 It would be at least 5 years until the internet of things would be sufficiently mature to provide technology infrastructure. Currently data science and data management policies were immature. Projects should be made Internet of Things Ready by:
- 1) Aligning the project with the wider strategic objectives of the authority e.g. citizen engagement, management of the environment, sustainability etc.
 - 2) Establishing the project within a strong data management policy framework to ensure data integrity, protection of an individual's privacy and secure storage.
 - 3) Understanding the opportunity to effect transformational change upon existing business processes, e.g. choice of funding, procurement approach.
 - 4) Analysing the financial benefits in full, including indirect and long term benefits.
- 2.49 There was a need for a trusted organisation to take responsibility for individuals' data. In time, legislation would have to be updated to address privacy and security of data. The council had tight controls on personal data. A lot of organisations wanted data but monetising it had to be an opt-in process for the individual. It was important to manage peoples' perceptions when managing data and ensuring it was made anonymous.
- 2.50 In the long term technology would create employment although there could be a displacement from lower skilled jobs to higher skilled jobs. Technology would create training opportunities. Work was being done in schools to teach children coding which would help with technology in the future.
- 2.51 In the future CCTV analysis would become more advanced and would monitor road usage, cycle usage, HGV usage, the safest route to travel for cyclists etc.
- 2.52 Smart cities and the internet of things had three tangible benefits:

- 1) It would help to deal with population growth and sustainability without additional resources.
- 2) The cost of services would reduce.
- 3) There would be a lot of new services required in the future.

3. Conclusion

The Smart Cities Scrutiny Review heard evidence about a number of Smart City schemes across the country and smart city work that was being undertaken in Islington. The Committee heard about a number of ideas for becoming a Smart City in the future.

The Committee hoped the recommendations would improve smart city work in the borough.

APPENDIX – SCRUTINY INITIATION DOCUMENT

SCRUTINY REVIEW INITIATION DOCUMENT (SID)
Review: Smart Cities
Scrutiny Review Committee: Environment and Regeneration
Director leading the Review: Bram Kainth
Lead Officer: Anthony Akadiri
Overall aim: To explore and understand the different approaches that Islington Council should consider to becoming a ‘Smart City’ and how new technologies can influence this.
Objectives of the review: We would like to develop a list of ideas for Smart City innovations that Islington should consider for development, based on advice from experts and other local authorities.
How is the review to be carried out: Scope of the Review Types of evidence will be assessed by the review: 2) Documentary submissions: Arup Consultants have submitted for 7 th September: <ul style="list-style-type: none">• ‘Future Cities: UK Capabilities For Urban Innovation’• ‘Delivering the Smart City: Governing Cities in the Digital Age’• Connecting Bristol, Bristol Council, Kevin O’Malley – Future Cities Team Manager – Documentary Evidence 3) It is proposed that witness evidence be taken from: <ul style="list-style-type: none">• Arup Consultants (Amanda Bailey, Associate & Lean Doody, Director) – Independent firm of designers, planners, engineers, consultants and technical specialists• London Borough of Islington (Adrian Gorst & Emma Marinos)• British Standards Institute• Digital Birmingham (Birmingham City Council) Greater London Authority 4) Visits – N/A
Additional Information: All witnesses have been asked to present an overview of different ideas for LBI to consider

Report of: **Chair of Policy and Performance Scrutiny Committee**

Meeting of	Date	Ward(s)
Executive	21 July 2016	All

Non-exempt

Subject: Knife Crime, Mobile Phone theft etc. Scrutiny Review Recommendations

1. Synopsis

- 1.1 Following completion of the scrutiny review into knife crime, mobile phone theft etc., this report requests that the Executive receive the Scrutiny Committee's recommendations.

2. Recommendation

- 2.1 To receive the report of the Policy and Performance Scrutiny Committee and agree to respond to the recommendations in detail at a future meeting.

3. Background

- 3.1 The review commenced in June 2015 in order to better understand the issues and causes of knife crime and what the Council can do better to reduce knife crime in the borough. In addition in parallel with this to review and improve what the Council can do to reduce mobile phone theft by young people on mopeds within the borough

The detailed objectives and recommendations of the review are included in the attached report

4. Conclusion and reasons for recommendations

- 4.1 The Executive is asked to receive the report of the Policy and Performance Scrutiny Committee and agree to respond to the recommendations in detail at a future meeting. The financial, legal, environmental of the recommendations of the scrutiny committee will be considered in developing that response. However a summary of the resident impact implications are set out below and the detailed implications are contained in the report at pages 22 and 23.

Resident Impact implications

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Policy and Performance Scrutiny Review

REPORT OF THE POLICY AND PERFORMANCE SCRUTINY COMMITTEE KNIFE CRIME, MOBILE PHONE THEFTS, CRIME HOTSPOTS

London Borough of Islington
May 2016

CHAIR'S FOREWORD

The Committee carried out a review in relation to increased knife crime and mobile phone theft, in view of the worrying increase that has taken place in the borough in the past 18 months.

We have considered a great deal of evidence in relation to the often complex reasons why predominantly young people get involved in criminality and gangs and the interventions that the Council are taking, especially in relation to early intervention, to try to ensure that current younger children are not attracted to criminality.

The Committee have also considered the current enforcement measures that are being taken by the Police and the Council to target the relatively small number of prolific offenders that commit most of these types of crimes in the borough. We are pleased to note that additional resources have been put into the borough by the Police in recent months and the introduction of the Integrated Gangs Team, which we visited, should start to assist in more sharing of information and resources to target offenders. In addition the Committee welcome the additional £0.5m allocated in the budget to youth services.

The Committee are of the view, that more work needs to be done with schools to identify children at an early age to ensure that early intervention takes place and support can also be offered to families. The evidence that we received from Chance UK and Safer Aspire London shows the valuable work that they do, and the difference that mentoring can make to children's future lives.

In addition we feel that youth provision should be made more readily accessible and discussions should take place with the Council's Leisure provider and schools so that facilities could be accessed at reasonable cost.

The Committee had concerns over the recent critical inspection report of the Youth Inspection service and we questioned the Executive Members for Children and Families and Community Safety on the measures being taken to address the concerns expressed in the report. The Committee noted that the measures being taken and the changes in management of the service and in Police personnel and procedures would increase the effectiveness of the service, however it felt that given the difficulties the service faces more training and support should be given to staff, particularly in the area of case management.

The Committee also noted that the Children's Services Scrutiny Committee were intending to conduct an in depth scrutiny into the Youth Offending service and we welcome this.

The Committee has made a large number of recommendations, given the seriousness of the issue, that we feel will assist, especially in the long term, in reducing the incidence of knife crime and mobile phone theft in the borough and we hope the Executive will adopt our recommendations.

Knife Crime, Mobile Phone theft, Crime Hotspots Scrutiny Review

Evidence

The review ran from June 2015 until May 2016 and evidence was received from a variety of sources:

1. Presentations from witnesses – Ian Howells, Acting Superintendent – Islington Police, Borough Commander Islington Police – Catherine Roper, Mark Pearson and Andrew Pendleberry – Margate Task Force, , Ross Adams – Chance UK, Shareen Connolly plus young people and mentors – Safer London Aspire

Presentations from council officers/Members – Jennie Walsh and Theresa Ikoko – Islington Gangs Team, Catherine Briody, Victims and Offenders Service Manager, Councillor Paul Convery, Executive Member Community Safety, Tony Nagle, Head of Youth Offending Service and Targeted Support, Catherine Briody, Victims and Offenders Services Manager

2. Documentary evidence – Ending Gang violence and exploitation, Youth Offending service inspection report, Youth Crime Strategy
3. Visits – New River College and Integrated Gangs Team, New Horizons Centre

Aims of the Review

The Committee approved the following objectives –

- **To better understand the issues and causes of knife crime and what the Council can do to reduce knife crime in the borough**
- **In parallel with the above, to review and improve what the Council and its partners can do to reduce mobile phone theft by thieves on bikes within the borough**

The objectives of the review are set out in the Scrutiny Initiation Document at Appendix A to the review

RECOMMENDATIONS

The issues of gang and youth violence and its associated issues of vulnerability and exploitation impact on all statutory and many non-statutory agencies in the borough.

The Committee therefore recommend the Executive to adopt the following –

- 1. That, given the concerns expressed about sentencing, a briefing meeting be held with the Clerks at Highbury Magistrates Court, with the aim of informing them of the ‘local picture’, in respect of gang and youth violence and the community impact it is having and to support more appropriate sentencing for these types of offences**
- 2. That Integrated Gangs Team, together with the Police, set up an awareness raising programme for frontline practitioners working with young people in Islington, to increase understanding of the issues and the services available, with regard to gangs, violence and vulnerability of young people**
- 3. That in view of the fact that there are significant intelligence gaps in the drugs market locally and nationally through County Lines –**
 - i. The Child Exploitation (CSE) and Gangs Analyst develop a problem profile on County Lines from Islington, drawing on intelligence from statutory and voluntary sector organisations, to inform the co-ordinated response to gangs and organised crime groups controlling the drugs market**
 - ii. Whilst the Trident matrix can be an effective tool in identifying the cohort of gang members causing, or at risk of causing significant harm, it does not cater for the significant number of young people on the periphery of gangs. It is therefore recommended that the use of the ISCB Gangs Safeguarding protocol is encouraged to support agencies in identifying, referring and engaging this vulnerable cohort of young people in targeted gang prevention work, to prevent their rise to full gang status**
- 4. That, as a large number of mobile phone thefts take place at busy transport hubs and at shopping centres, MAGPI officers should develop a communication strategy to alert the public to the risks of using their phone in hotspot areas, and that local businesses be encouraged to contribute to funding this**
- 5. That the CSE and Gangs Analyst develop a problem profile on child sexual exploitation issues in Islington to increase knowledge of offenders and victims and to enhance the safeguarding of vulnerable young people at risk**
- 6. That the creation of the Integrated Gangs Team be supported and more cross border work take place by the Police and the Council with other neighbouring Police forces and local authorities to share information and co-ordinate activity, given that crime is not restricted to borough boundaries**
- 7. That whilst the Committee support the use of Stop and Search, this should only be used where appropriate and be proportionate. The Council should identify meaningful ways to involve young people, by setting up panels of young people, in the process of holding Police to account on stop and search issues and to provide training for young people to help inform them of their rights and responsibilities. In addition liaison should take place with the Stop and Search Monitoring Group, in order that both the Public in general and young people can hold the Police to account**
- 8. That the work carried out in relation to Early Intervention strategies, as part of the Youth Crime Strategy, be supported as this is a vital element in deterring future cohorts of young people becoming involved in criminality**
- 9. That discussions take place with schools as to measures that can be taken to ‘flag up’ young people who are felt to be at risk or vulnerable to becoming involved in criminality, in order to ensure early intervention can take place. In addition, as it has been shown that many young people permanently excluded from school are at a higher risk of taking part in criminality, measures should be put in place to**

permanently exclude as few young people as possible. Furthermore, there needs to be a clear and transparent process for exclusions and ensure liaison takes place with schools to ensure permanent exclusion rates, especially at primary level are kept to a minimum

10. That the work of the Police Safer Schools and other partners, e.g. the Ben Kinsella Trust be supported and extended to pupils in schools on crime prevention, knife crime and gangs and the CSE
11. That as the Committee heard evidence that many young people suffered from a lack of affordable sports facilities in their area, particularly the most vulnerable, it is of the view that discussions should take place with schools and the Council's Leisure provider, to investigate the possibility of the use of school and leisure facilities in the evenings and at weekends, this to include the provision of free/low cost options at Council Leisure facilities for young people. There should also be a review of the use of current Council community facilities for youth provision to ensure these are situated appropriately and are utilised in the most effective manner to meet current needs. In addition, as some young people are vulnerable to involvement in ASB and crime, Council provision and commissioned services should be encouraged to offer more evening and weekend facilities and that the hours of youth workers should be reviewed so that they are visible in crime hotspots at appropriate times
12. That the Committee heard evidence of the good work that Chance UK and Safer Aspire carry out in the borough in mentoring and working with vulnerable young people. The Committee noted that an evaluation of this work is currently taking place to assess its effectiveness. This evaluation should be made available when it is completed. Furthermore we noted that there are various funding sources across London that may be able to assist in supporting children in sports activities etc. and these should be looked at and accessed, where possible in relation to mentoring related activities
13. That, given the recent unsatisfactory report on the Youth Offending Service, we noted that measures are being put in place to address the concerns raised. However, more information sharing should take place with other boroughs with a good rating, in order to look at successful measures that can be replicated in Islington. We also recommend that given that the staff in the YOS team are probably suffering from low morale, that additional support and training should be given to them in undertaking often very stressful work. In addition, policies and practices be put in place to ensure that those considered most at risk of offending/re-offending are kept under constant review to reduce the risk of offending/re-offending of this cohort of young people
14. That as the Committee heard evidence of the high prevalence of mental health problems amongst young people involved in gangs and criminality, it is welcomed that there is a mental health worker situated in the Integrated Gangs Team. However we feel that more work needs to be carried out in establishing a more effective process to support young people when transferring from children to adult mental health services and investment, wherever possible, should be maintained and increased in mental health services
15. That the Council's housing policies be reviewed, and a Pan London approach be developed with the Mayor of London, in respect of emergency moves out of the borough for young people and their families at high risk of gang related harm, and increase the links with the Pan London Gangs service, which can provide support in moving gang members to other boroughs
16. That consequent to the Crime Summit community event in April the following take place –
 - i. A meeting be organised with key stakeholders to discuss the outcome of the summit and proposals for the future way forward
 - ii. An action plan be developed for the 'community' strand of the Youth Crime strategy

- iii. **Support the Safer Neighbourhood Boards in delivery of actions and to identify ways of involving young people in their work**
- 17. **That the IGT and YOS develop further relationships with New Horizons Centre, who have secured external funding from the lottery to work with young people at risk of gang involvement and increase the reach to Islington young people**
- 18. **That, as it has been shown that engagement in Education, Employment and Training is a key pathway out of offending, the Council should look to provide increased opportunities for young people, such as more use of apprenticeships for the Youth Offending service young people**

Main Findings

Current situation in relation to Knife Crime, Mobile phone theft etc.

The Committee were informed that in 2014/15 there were 3000 named individuals under 25 committing at least 8,000 crimes in Islington and the levels of phone snatch theft had reached unprecedented levels, at over 300 per month.

Serious youth violence had increased by 40% and knife crime by 16% and there were 32,137 victims of crime in Islington and 21.2% were young persons aged under 25 years. 4,178 young victims were Islington residents. The most prolific offenders were being targeted and one person has been arrested 32 times.

The Committee noted that there are three main established gangs in the borough, ranked in the MPS top 20 for risk. The most arrested age group are 15-17 year olds and there has been a significant increase in arrests of 10-14 year olds.

In 2014/15 Islington was the 30th. of 32 London Boroughs for the highest crime levels and had the worst youth re-offending rate in London.

In addition, theft person snatch offences were 81% higher than any other London Borough and Islington had the 3rd. highest first time entry rates in London and the 2nd.highest rate of young people in custody.

The Committee noted that gangs that are operational in the borough are all subject to multi-agency disruption plans and Operation Attrition is targeting the top 50 theft snatch offenders operating in the borough. Two thirds of these offenders are linked to established gangs and are known for drug offences and violence.

The Committee heard evidence of current action that is taking place to address the rise in crime which include –

- Implementation of the Youth Crime Strategy
- Early Help and Family Support strategy, in partnership with the voluntary sector
- Activities for young people
- Safer school plans in partnership with the Police
- Specialist services – targeted youth support, youth offending service, 18-24 Gangs Transition service, Integrated Gangs Team, Child Sexual Exploitation focus
- Integrated Offender Management
- Employment support
- Ben Kinsella exhibition about knife crime
- Targeted ASB campaign in hot spots across the borough
- Intelligence gathering and sharing
- Targeted communications aimed at young people

Islington's strategy for tackling youth crime included prevention and diversion activities, provides early help to young people and their families to address the underlying risk factors that may lead to crime and anti-social behaviour and also to respond promptly at the first signs of an issue arising.

There are also sanctions, enforcement and reintegration, which increase the chances of achieving positive behaviour and life changes for those that have committed crime by delivering

effective and high quality Integrated Offender Management, Youth Offending services and the 18-24 Gangs Transition service (referred to later in the report).

There is also community engagement that supports the wider community to be part of the solution, sharing of responsibility, leading by example and actively ensuring streets and outside spaces are places, where everyone can confidently go about their daily life.

The Committee heard evidence that historically, before the recent tragic deaths in the borough, Islington had been a relatively low priority for MET Police resources and that additional MET Police resources tended to be prioritised on more high profile London Boroughs.

Whilst the Police had also directed more resources into the borough during recent months, and there is increased co-ordination, it should be recognised that it will be difficult to solve the problem of criminality using Police resources alone. The young people involved in crime often belonged to very chaotic families who have a history of criminal activity. In addition, the children becoming involved in criminal activity appeared to be getting younger. Many of these children had witnessed domestic violence or been subject to trauma, which made them more likely to offend and therapeutic responses need to be tailored to the needs of these children at the earliest possible opportunity and be effective as possible.

In the past 6 months the Committee noted that there has been greater co-operation between all the crime reduction agencies in the borough and they were working together more effectively. This increased co-operation has led to a reduction in the number of criminal offences from 444 at the beginning of the year to 225 offences currently, a reduction of 41%. There is a need however to provide effective offender management plans to deal with ex-offenders coming out of prison and put diversionary opportunities in place.

There has also been a more targeted approach to stop and search and more engagement and diversionary activities were being employed.

The Committee were informed that the introduction of Criminal Behaviour Orders had come into force into October 2014 and there had been 16 orders applied for in Islington and these stopped an individual going back into an area. However, it was noted that not all of the conditions imposed in these orders were solely geographical and that these orders were only granted if the Courts felt it absolutely necessary.

The Committee noted that whilst the aim is to protect the community, an individual is not always excluded from their own area, dependent on the circumstances involved, and especially where there are family ties, and these orders often related to individuals crossing borough boundaries to commit crimes.

The Committee considered evidence from the Borough Commander, Catherine Roper and the Executive Member Community Safety, Councillor Paul Convery in relation to the current situation and the measures being taken in response to the situation.

The Committee heard evidence that, given that there has been an 11% increase in crime from the previous year, this has demanded a strong response with additional police resources being made available and determined efforts on behalf of the Council and partners to adopt a co-ordinated approach to youth offending and the marked increase in knife crime incidents. Over the past year the priority offence type has been mobile phone theft snatch offences, which reached very high levels in April and May, with nearly 400 offences each month. The partnership is now focusing on offenders, rather than offence type and the integrated offender management arrangements have been streamlined to bring multi -agency focus on those individuals causing most concern.

Currently, excluding the Youth Offending service cohort, there are over 200 individuals identified as persistent and prolific offenders and these are managed across different multi-agency arrangements.

The Committee were informed that the Police are encouraging a more positive engagement approach with young people and more work is being carried out with youth groups, Faith Forums and there are also visits to troubled families and officers were encouraged to take a more calm and engaging approach with young people.

The Committee noted that the Safer Neighbourhood Board, in partnership with the Council and the Police, had hosted the third annual Crime and Safety summit on 5 March 2016. The aim of the event is to give residents and other community members a chance to get involved in influencing how crime and disorder in the borough is dealt with. This year the theme was tackling youth violence and knife crime, with an emphasis on the best ways to involve the community in prevention and diversion. Over 160 people attended, including residents, officers, community groups, Police and Fire Brigade and Councillors and Youth Councillors. The Committee has made recommendations as to how key stakeholders and Safer Neighbourhood Boards should be supported going forward.

There is also a more sophisticated mapping of crime and of the individuals involved and links with schools can help to identify those young people more at risk of entering into crime.

The Committee expressed the view that there is a need for more community intelligence and targeted Police work on possible organised crime links to identify mobile phone thieves and to look at the links between these thefts and the drugs trade. There is also the need to encourage businesses and work with TfL, especially at hotspots such as tube stations, to publicise action that the Public could take to restrict the risk of being a victim of mobile phone theft.

Young people, 15-20, continue to dominate the most arrested chart. Children and young adults, under- 25, continue to feature heavily in the offending statistics, particularly in relation to knife crime and serious youth violence. However, the arrest rate for under 15 year olds has declined considerably over the past year, which may indicate that some of the intervention strategies in place may be starting to work. Islington does however continue to have a high youth re-offending rate, and whilst the sentences given to young people are relatively short, it does enable effective interventions to take place when they are released, with better chances of influencing behaviour change post release.

By concentrating on offenders, rather than the offences that they commit, it has become clear that there is a significant crossover between anti-social behaviour and serious criminality at all levels and that many of the same individuals are involved. The integrated offender management strategy arrangements have been streamlined to bring multi-agency focus on those individuals causing most concern.

The Borough Commander informed the Committee, that whilst she felt that stop and search is a vital tool in alleviating crime etc. she had made her officers aware that stop and search needed to be proportionate, helpful, professional, and be carried out by officers in a polite manner.

The Committee are of the view that the recent spate of knife crime has made the importance of stop and search more appropriate to apprehend young people carrying knives, but this should only be done in the manner, as outlined above by the Borough Commander.

The Committee felt that panels of young people, linking in with the Stop and Search Community Monitoring Group, had a vital role in delivering accountability on behalf of communities, and are made up of volunteer members of the community. The Committee have made recommendations in this regard.

The Committee expressed concern that the current budget constraints on the Police and the forthcoming cuts in their budgets would have a detrimental effect on levels of crime and reduce neighbourhood policing that often provided local intelligence. It was also felt that there should be more co-ordinated work with neighbouring local authorities, even though we learnt a number of these had previously taken place. The Committee also noted that the Borough Commander, whilst she could not specify what the neighbourhood policing model would eventually look like, is determined to maintain a Police community presence and continuity in an area and deploy resources flexibly, where required. There will also be bespoke packages for schools and other hard to reach groups within the young community and also opportunities for young people to engage in positive activities, such as Police cadets and as junior citizens.

Youth Crime Strategy

The Committee also received evidence in relation to the Council's Youth Crime strategy, and that as part of this an Integrated Gangs team has been set up to deal with the current group of young people committing these crimes, involving the Council, the Police and the Probation service. The team is co-located in Tolpuddle Street Police station. This is dealt with in more detail later in the report.

The strategy will also be to prevent another cohort of young teenagers from being lured into criminal gangs, by reducing violence by and against the identified cohort, and redirecting some of the youth service resource into detached youth work with individuals who may be at risk. In addition, the partnership with schools will be strengthened to make sure they refer children that they are concerned about and review the use of alternative provision for children and who are not attending mainstream schools. Regular visits should also be made to young people involved in crime to direct them to diversionary activities and education and support.

All 46 primary schools have also now been allocated a single point of Police contact, which is an existing Safer Schools Police Constable. During the past month the Police have been developing a consistent, sustainable and regular police educational programme for primary and secondary schools. The engagement programme will consist of 12 main inputs covering early engagement with primary schools and following it through with 5 inputs dedicated to secondary schools. The programme looks to introduce the following topics, - introduction to the Police, stranger danger, road safety, bullying, decisions and consequences, Gang exploitation, Child sexual exploitation. Girls in gangs, joint enterprise, online awareness and knife crime. All schools will be offered the programme via the Safer Schools officers from November.

In addition, there are named Police Officers in each Islington secondary school and also there is a new Youth Engagement Police Sergeant who oversees the Police work in schools.

Targeted Youth Service/Family Support

The Committee also received evidence from Islington Children's Services concerning the work undertaken by them in relation to Universal, Targeted and Specialist Child, Family and Young People's Services.

The Committee were informed that the Islington Healthy Schools team share information with all primary and secondary schools on a termly basis, which identifies suitable resources and evidence based personal, health and social education (PHSE) that can be utilised to address issues of personal safety, crime, anti-social behaviour and gangs. The majority of alternative

education providers deliver a PHSE curriculum which addresses issues of personal safety, crime, anti-social behaviour and gangs.

Youth provision in Islington consistently provides young people with opportunities to engage and participate in activities and projects that contribute to their social and emotional development.

All universal youth work in Islington is commissioned and delivered with a co-production framework and prevention, through diversion, is most effective when providing opportunities that are genuinely aligned with young people's needs and interests. This is at its most powerful when young people are actively involved in the planning, design and delivery of their projects in partnership with youth workers and other professionals.

The outcomes framework governs how all universal youth work funded by the Council is commissioned and provided and outlines 7 outcomes, which the Council purchases for each young person who takes part in the offer. These outcomes are linked to managing offending and lifelong positive outcomes. In addition, through effective commissioning against the outcomes framework, youth work in Islington provides engaging projects and activities that divert young people away from negative behaviours and peer groups and engages them in more positive opportunities and community activities, which play a key part in prevention.

For example, universal youth provision works closely with Targeted Youth Support to share information, and identify young people at risk of offending and in addition works together with the young person to identify needs and interests to divert them from ASB. Of the current caseload of the Youth Offending service for those offenders living locally, 35% used youth provision funded by the Council in 2014/15. This represents 1 in 3 of the current YOS caseload and in the general population, the equivalent figure is approximately 1 in 5.

The Committee were of the view that more use could be made of voluntary sector providers, who have a high profile in the borough and organisations such as Chance UK and Safer Aspire,

In Islington, universal youth provision plays an important role in responding to early signs of youth crime and providing children and young people with opportunities to discuss and explore issues that may be worrying them or affecting them or someone they know. Projects can also play a part in rebuilding community confidence where neighbourhoods have been affected by youth crime. Universal youth work can address issues around knife crime or bullying and work to help people be more resilient and confident within their communities. Universal youth work will be supporting the implementation of the Youth Crime strategy and specifically co-delivering the Knife Crime Prevention Programme, with Targeted Youth support staff across youth and community settings.

The Committee were concerned that the current hours of youth workers did not always coincide the hours that young people needed to be engaged and therefore we have made a recommendation in this regard and also in relation to increasing provision of facilities for diversionary activities.

Family support work includes an early help service, which reaches 12% of Islington's population, age 5-17, and Children's Centres reach 87% of the under 5's population. Families First and the Islington Families Intensive scheme provide thorough and well documented analytical assessments, which in most cases led to clear, outcome focused support plans, which are co-produced with families. This allows a strong relationship to be built with families and have an impact on their lives.

Families First supports families with a very wide range of needs, such as those with emerging problems that have not used the service in the past, to those with complex histories. This appears to be effective for about 80% of the families it supports. Data available on outcomes

achieved by families supported show that 68% of children and young people, with at least one unauthorised absence in the term preceding support, improved their attendance, following support. Exclusions, both fixed and permanent were not an issue for the majority of children and young people engaged in Families First. For the small number for whom this is an issue, 48% saw an improvement during the period during the period they engaged with Families First.

Islington Families Intensive Team (IFIT) works with families who have very complex needs and adolescents who are at high risk of entering custody, or being looked after. It is acknowledged that meeting the needs of these families poses a significant challenge and often has not been achieved by other services prior to referral. These are generally more difficult families to engage and are often resistant to support. The aim is to get families to a point, where risk is reduced to an acceptable level and the model of assessment is very comprehensive. In terms of key outcomes in 2013/14, there was a reduction from 24% to 7% of all children in this cohort, and for the first two quarters of 2014/15 exclusions reduced from 22% of the cohort to 10%. There has also been an improvement in unauthorised absence following intervention from the IFT and in offending behaviour.

Targeted youth support works with young people aged 10-21 years old (12-21 for youth counselling), who require additional support to enable them to make informed choices and maintain positive pathways. This support is specific, tailored interventions, aimed at young people and their families, who need extra provision on top of universally provided services. They work with young people from their own starting point, drawing in peers, partners and parents, as appropriate, challenging and enabling them to understand the consequences of their actions.

They also deliver work in local secondary schools, covering areas such as substance abuse, positive and healthy relationships, keeping safe, gangs, weapons awareness and joint enterprise. In the first 2 quarters of 2015 TYS delivered sessions in 4 schools to 78 pupils. There is also a strong emphasis on community based delivery, providing support within local community settings and working with local neighbourhood services to enhance community cohesion and prevent escalation of anti-social behaviour. Youth trucks are deployed together with detached teams across the borough, based on intelligence and ASB reports, working with young people where they meet and congregate, encouraging them to participate in group work and connecting them into their local area.

Targeted youth support are identifying early and intervening with young people affected or associated with gangs and group offending or coming to the attention of the Police, housing and ASB officers. There has been a 34% reduction in the rate of first time entrants to the Youth Offending service since 2013, and an 8% reduction in the rate of first time entrants from April 2014 – March 2015, which is better than London and the national average. The average age of young offenders is increasing alongside the number of young offenders decreasing, meaning that the flow of young offenders is being stemmed. On average over 2 years of tracking 85% of young people who completed a Triage intervention (an out of court disposal), following admission of an offence with the Targeted Youth service (TYS) did not go on to re-offend within 1 year of that intervention.

In 2014/15 TYS delivered over 500 group/detached youth work sessions and examples include, girls groups, Community events, young Dad's groups, boys groups at Elthorne and Mildmay, Islington Young Peoples Drug and Alcohol service, sexual health in the community, and other projects. TYS are working alongside the Youth Offending service, Children's social care, Victim support and the 18-24 Transitions team to establish the Integrated Gangs team.

The Committee are concerned that the current hours worked by youth workers do not always correspond to the times that they need to most actively engage young people at risk of offending and we have therefore made a recommendation in this regard.

Voluntary agencies

The Committee also received evidence from Chance UK and Safer Aspire London.

Safer Aspire London is a mentoring project for 11-18 year old young people at risk of involvement in ASB, offending and gangs. The mentors met regularly with the children, who were mainly referred from Families First, youth offending etc.

The scheme was currently funded by MOPAC monies until 2017 for early intervention for 11-17 year olds but it is hoped that the funding will continue after this although this was not confirmed.

The Committee also heard evidence from two young people who were benefitting from the scheme.

Chance UK provides an early intervention programme for 5-11 year olds through intensive monitoring and family support. Referrals mostly came from schools and would be in relation to concerns about mental health, hyperactivity, peer pressure etc. and work would be carried out with the child and the family and the Committee noted that there were high instances of parents who suffered from depression, anxiety and/or domestic violence.

The results of Chance UK were consistently good and 85%-95% of children graduating from the service had shown improved behaviour and 75% had improved social care and relationship with their families.

It was noted that the approach of Chance UK had changed over recent years and that now a more targeted approach was taken to assist the child/family concerned to enable them to access the most appropriate services. Chance UK services were externally evaluated and they are involved in a Randomised Control Trial which will provide further evidence of the value of the service.

The Committee noted the views of Chance UK that in order to put a legacy in place to continue progress, out of school activities, small scale projects and access to social and sports clubs and were of the view that discussions should take place with the Council's Leisure provider and schools to enable facilities to be used outside of school hours at a cost that is affordable.

Chance UK informed the Committee that they linked in with Families First to give them information as to possible sources of funding that could be accessed and that in terms of Council initiatives there were bits of funding across London that could be accessed in order to assist, based on the needs of the child. Chance UK did not monitor progress at present through to GCSE, but it felt that there is more collectively that can be done to assess how families were progressing. However, there is evidence to show that following intervention children re-engaged with education and school.

Chance UK stated that it is important to build trust with children and assess their coping skills and if there is an immediate need to access assistance. However it is often difficult to get parents to access a GP and counselling but an ongoing dialogue takes place about how things are progressing.

Chance UK now had a girls' programme, which involved 10 Islington and 10 Hackney girls, which has a focus on siblings of gang members. The programme also deals with child sexual exploitation and Chance UK stated that schools were well placed to be able to build up a picture of the child and the family.

Youth Offending Service

The Youth Offending service (YOS) principal aim is to prevent offending and re-offending by children and young people. The YOS is a multi-disciplinary team made up of health professionals, Police, youth offending case managers and social workers. All young people are offered a comprehensive health screening service and where required access to speech, language and communication support, mental health assessment and treatment, substance abuse assessment and treatment and sexual health services. The YOS was inspected in 2014 and has been following an improvement plan. Most Islington children who receive an order supervised by the YOS do not reoffend, and as stated previously, re-offending in first time entrants is reducing.

However, youth violence and gang related offences, principally violence, robbery and drug offences are increasing and re-offending and custody rates of Islington young people are much higher than national averages, which in part has resulted in a recent increased police presence in the borough.

The age of those supervised on YOS orders is getting older with 16 and 17 year olds being most prevalent. A small but significant number of children and young people, known to YOS, present a high risk to themselves and others, around 40 young people of the current caseload of 120, have complex needs, including mental health and learning disabilities. This includes children and young people involved in sexually harmful behaviour, sexual offences and violence. These children and young people require high quality approaches and programmes that are evidence based and effective. Those who work with these children and young people need to have a high level of expertise.

The YOS work must take into account both the needs and risks of a high risk child or young person. Identification, assessment planning and management should be tailored to the needs, age and stage of development of the individual child or young person. Work to address the needs and risk of this cohort of young people includes intervention programmes addressing public order, robbery and motoring offences, a knife crime prevention programme and family group conferencing/family networking. In addition there is life coaching for young women, and all young people have access to a free phone line to contact their families or case managers. There are also risk management panels, alternatives to custody, transition work including resettlement and support into probation which are crucial in preventing young people remaining in the criminal justice system. There is also a probation worker and close integration with the Gangs Team.

National findings show that a significant proportion of those being released from custody are likely to reoffend. Islington currently has high numbers of young people in custody and it is therefore important that new interventions are developed to reduce the likelihood of re-offending on release. Work is being carried out with the North London Resettlement consortium to develop new methods of intervention to reduce re-offending in this cohort, such as anger replacement therapy, employment opportunities and good accommodation options for those that cannot return home.

The victims of crime by young people are most likely to be other young people. In addition, there is strong evidence that many young people who commit crimes have, before they became offenders, been victims themselves. This includes the children who come to the attention of services and some brought into the criminal justice system, on welfare grounds, as victims of neglect and abuse, many as a result of domestic violence or parental substance misuse. Strengthening the response to young victims is therefore imperative, to prevent offending and other negative outcomes. There is a close link with schools to combat bullying and problem behaviour.

The Committee considered witness evidence in relation to the most recent report on the Youth Offending Service, which highlighted a number of deficiencies. This is the third unsatisfactory report on the service in the past few years and gave the Committee a great deal of concern and we received evidence from the Executive Member Children and Families in this regard.

The Committee noted that the poor inspection report had highlighted that the lack of co-location with the Police had been a problem and the lack of access of the service to Police records is also an issue and that work is being carried out to address this.

The Committee were informed that new management had been introduced and better training for staff introduced, particularly in the area of case management. The Committee were of the view that given the fact that there had been a significant turnover of staff and that morale in the team must be low it is imperative that training and support be given to staff, as this is a service where staff deal with some of the most difficult young people in the borough and can be often stressful.

The Committee also were of the view that schools, in particular, could play a part in school assemblies by highlighting the dangers of gang affiliation, child sexual exploitation etc. and that this should be encouraged. There is also the need to effectively engage with parents about these dangers and the risks to their children of offending behaviour.

In addition, the Committee were of the view that L.B. Camden had a good YOS and that it would be useful to share information with them and other high performing boroughs about the types of interventions used that had proven successful.

The Committee noted that if a child is excluded from school there is now in place a full family referral which will flag up concerns and enable early interventions to be put in place to hopefully reduce future offending. In addition we noted that whilst the numbers coming into the YOS is slightly reducing the complexity of the needs of the young people was increasing.

Visit to Integrated Gangs Team (IGT)

The Committee also considered evidence from Acting Superintendent, Islington Police, Ian Howells, Jennie Walsh, Forensic Psychologist in the Gangs Team and Theresa Ikoko, Gangs Team Transition service worker. Since January 2016 the 18-24 Gang Team workers have become part of the Integrated Gangs Team.

The Gangs Team engage with those at risk of offending and also offenders and looked at a series of issues such as housing, employment and mental health and tried to remove these barriers. A number of individuals had been in Pupil Referral Units or alternative provision, and lacked social skills. In addition, some had been involved in criminality through family relationships or violence. The Gangs Team also engage with partners to share information and is now focusing on outcomes.

There is mental health expertise in the team, with a clinical psychologist being a member of the team, which focuses on young people with multiple risk factors and at the time the Committee received evidence that over 35 young people had been seen by the psychologist based in the team. Young adults are actively engaging with the mental health service, who otherwise would not meet the threshold for adult mental health services.

There are a number of difficulties faced by young people in turning their backs on crime, and housing is often identified as a major issue. It is often difficult to persuade these young people to have aspirations and enter training, college etc. as they could be at risk of losing benefit or their accommodation. There were increased pressures on young people to achieve and some turned to criminality and for some young people there was a sense of inclusion in being in a gang and being part of a group.

The Committee also visited the Integrated Gangs Team that are located at the Tolpuddle Street Police station. It was stated that the Police were committed to their involvement in the team and it is recognised that they needed to be in a partnership to not only operate an enforcement strategy, where necessary, but to support early intervention. There are also safer schools officers in secondary schools and there is a need to get key messages across to young people and the community of the dangers of gang involvement. The advantage of the Integrated Gangs Team is that all agencies are co-located and can share information.

The Gangs Team will not only look at the individual but also at family and known associates and the use of criminal behaviour orders that can limit the ability of an individual to enter into a particular locality however some gangs members often breached these orders.

The Committee noted that it is felt, despite representations from the Police, that the sentencing of the Magistrates Court is often inconsistent and in one instance a repeat mobile phone snatcher had committed over 50 offences before being given a custodial sentence. The Committee had concerns over sentencing policy and have made a recommendation in this regard.

The numbers involved in gangs is fluid and youth crime and gang membership were not always the same thing. The Gangs matrix consisted of around 165 individuals but separate to these many be other individuals involved in mobile phone theft who did not figure in the matrix and also others known to the Youth Offending service.

The Committee heard evidence from Abianda, which is a social enterprise project that worked with the Gangs Team and young women, affected by gangs, sexual violence and exploitation and is a 1:1 service to facilitate young women to make changes in their lives. The Star Project targets 18-24 year old young women and did not just look at sexual exploitation but also family relationships. The project assisted 20 young women a year and had developed a good model of practice and evaluations carried out had found that young women who had not previously engaged with services were now being engaged and to build up a trusting relationship.

There is a huge benefit in having a clinical psychologist in the Integrated Gangs Team and she carried out mental health assessments on the young people and assessed their needs. Often even if these young people did not have severe mental health issues, they did have anger or behavioural issues and they would be clinically assessed, needs identified and actions put in place with other services to assist.

Victim focused work also takes place within the IGT and work is also carried out with schools and the schools Police officers.

The Gangs Analyst informed us that she is also working with the rest of the Team to identify those at risk of child sexual exploitation and that in addition work is also taking place to look at the profile of young people who are involved in County Lines and how children who go missing are involved in this. Work is also taking place to look at data that could be used by agencies to get a more accurate picture across the board as to how social media feeds into the gang culture.

In addition, regular briefing meetings are scheduled for the Team to look at data and recent events that have occurred to analyse the best way of responding and assess any gaps in information.

The view was expressed that it would be useful to make an assessment of what works well in the voluntary sector in terms of strategies that could inform the additional £500,000 allocated by the Council to fund gang prevention work.

Mental Health provision

A key focus has also been on bridging the gaps in mental health provision for low level ASB cases, where individuals do not meet the need for intervention, or refuse to engage with support services. A clinical psychologist has been appointed, through Community Safety, to provide guidance and support to housing and police practitioners in dealing with vulnerable victims and perpetrators with mental health needs. This includes assertive outreach to encourage people to engage, including signposting people to the most appropriate support services.

As stated elsewhere in the report the Integrated Gangs Team now has a clinical psychologist to work with young people although the Committee are of the view that there needed to be better arrangements in place in relation to the transition from adolescent to adult mental health services.

Visit to New River College

The Committee visited New River College which is the Council's Pupil Referral Unit that works with excluded children, families and schools across Islington, including with children at primary level.

The Lough Road site is the main site, but there are small satellite sites across the borough and the medical PRU caters for children who have medical or mental health difficulties.

When we visited there were 121 children on the school roll, however this is above the number that there should be. These children came from all sorts of backgrounds and have highly individual needs. Some of the children excluded had been permanently excluded from Islington schools and some from neighbouring boroughs such as Camden and Hackney, but whose families resided in Islington. In addition there are pupils nominally on the school roll who were attending alternative provision.

The Committee were informed that about 50% of primary school pupils at the College are re-integrated into mainstream school and often health and safety care plans are put in place as part of the re-integration. The College had in the past year achieved its best ever academic results.

Reception class children were being referred to the PRU and some of these exhibited extremely challenging behaviour and family circumstances and we were pleased to note that the PRU are working with primary schools to re-integrate these young children into mainstream education.

The PRU had received a good OFSTED inspection and the College had also received additional funding, reviewed on a yearly basis, to have workers from the IFIT team, which is an early help service and assists vulnerable young people.

The College has a dedicated Safer Schools officer and this is working well with the current officer and this officer also assists the school with gang culture and has delivered talks about gangs and the College holds coffee mornings to foster relationships with parents and these were well attended.

Spot checks are carried out in the College to check that pupils are not carrying weapons and this helped to reinforce amongst some students that staff were ensuring that the College is a safe place to be. In the last four years there had been three occasions where knives had been found at the PRU. It is planned to give a future talk to pupils by the Police armed response unit on the dangers of gangs, guns and knives and how the Police respond to this.

The profile of the College, in terms of gender has changed, and now one fifth of the pupils at the PRU were girls. Some of these pupils are very challenging and having a CAMHS worker available had proven very beneficial. However at present there is only one girl in the Primary PRU. The issue of girls in gangs is something that the College is trying to address.

The Committee were informed that some schools in the borough tended to exclude more than others. Some pupils were on alternative provision, which meant that they spent time at organisations such as Spark Plug, but there is weekly contact.

In general pupils on alternative provision tended to be less successful at GCSE, than others attending the College full time and alternative provision is usually used for more specialist 1:1, however if alternative provision placements break down, the pupils usually came back to the College. Attendance at the College can be difficult to manage and the College had a member of staff who worked across all the sites, to maximise attendance and some additional MOPAC funding assisted in this. We noted that currently there were 12 pupils at the College on youth offending orders, which was much less than previously had been the case.

The Committee noted and were concerned that children excluded from school and placed in alternative provision often did not attend the alternative provision for a full days education and that this left them on the streets and potentially to get involved in criminal activity. The Committee felt that this is an area where more work could be carried out with schools. This would enable individuals and families to be targeted and preventative strategies put in place for those considered at risk of offending.

The Committee noted that the Children's Services Scrutiny Committee were currently carrying out a scrutiny review on alternative provision and the Committee welcomed this and felt that every attempt should be made to identify children at risk of offending at an early stage, especially at primary level, to prevent permanent exclusion from school and the young person and families given the necessary support. The Families First service, which is an early intervention scheme, could assist in this and every school now has a Families First representative. There is also the IFIT service, which works with adolescents, who have more intense difficulties, and also their parents, and while a very valuable service the Committee concurred that there is a need for the focus to directed to early intervention strategies in future to support behavioural change.

The Committee noted that there is a target of 50% in the Youth Crime strategy to prevent permanent exclusions and that the College should work closely with schools and the Local Authority in this regard.

Visit to New Horizons Centre

The Committee also visited the New Horizons Centre in Camden, which is a Centre that aims to enable young people to gain skills and knowledge to improve their life chances and help them move from adolescence to adulthood. It is the only day centre in Central London responding to the needs of homeless, vulnerable and disadvantaged young people aged 16 -25.

The Centre have recently secured new funding from the Big Lottery to work with 250 high risk youth offenders, many of whom are gang affiliated, who will be referred from Prison, Probation, Camden and the Youth Offending services. However, New Horizons have strong working links with Islington Youth Offending service and the 18-24 Gangs Team .

The Committee were informed that the Centre is open during the week and at weekends and the majority of the young people who attended were homeless and, that because of the high level of shortage of accommodation across London, it is becoming increasingly difficult to find accommodation for them. This is likely to become even more difficult when the benefit changes imposed by Government are introduced for 18-21 year olds. Counselling is available at the Centre 2 days per week, and there is an advice service, a laundry and a nurse on site to give health advice.

There is also an accelerated service to assist NEET's and young people often needed 1:1 assistance with accessing employment.

There were 38 full and part time staff employed at the Centre and there is also a volunteer programme in place, and work carried out by young people who volunteer is evidenced to their College. There is a 75% success rate in getting volunteer workers into employment and a number of staff in the Centre came through the volunteer programme.

The Committee were informed that for the past 3 years the Centre had dealt with young people referred from the Youth Offending service and were currently dealing with offenders from Islington gangs and young people who self- referred.

We heard evidence that some young people who wished to move away from gangs needed to be relocated, as it was not safe for them to remain in their area, and there is a problem with many of these young people suffering from mental health problems. The Committee are recommending that the Council review housing policies in regard to young people/families at risk of gang violence.

The view was expressed that there was a need to take a long term approach with regard to combating knife crime and there were a number of challenges, such as the cross border nature of gangs, and the large sums of money involved in drug dealing and this is an ever changing picture. One of the attractions of gang membership is the fact that many young people could not earn the money elsewhere that they did through drugs and this made it difficult to persuade some young people to stop.

The Committee were informed that a MOPAC strategy is being developed, which would adopt a more Pan London strategy, and that a more holistic approach could be taken to support young people where appropriate, or the appropriate enforcement action taken. There is also felt to be the need to take a more co-ordinated approach across boroughs to target young people, to enable them to access employment opportunities. The Committee are recommending that more apprenticeship opportunities should be made available for young people under the Youth Offending service.

The Committee also noted that New Horizons dealt with some of the gang members in the Easy Cash gang that operated in EC1 and where there were gang members in a London prison they

were visited every 2 weeks and if at an outside London prison, every four weeks. Discussion also took place with gang members on alternative lifestyles and if necessary, work is carried out to try to find them accommodation outside of their area, if there was a gang association and if it is felt that it is unsafe for that person to return to his/her home area.

The Committee noted the view that there also needed to be diversionary opportunities put in place such as affordable youth provision and leisure facilities etc. to enable young people to access these and avoid drifting into criminality.

Margate Task Force

The Committee received witness evidence from two members of the Margate Task Force.

The Task Force is a multi-award winning, co-located integrated services team based at Thanet District Council in Kent. The team comprises of 30 staff from 14 statutory and voluntary organisations, delivering street-level social justice and safeguarding to the most deprived wards in Kent. The Margate Task Force aims to identify the most complex social issues and deliver a joint level service to respond to risk and vulnerabilities and has a specific focus on safeguarding children and young people at risk from gangs.

The main challenges for the Task Force were gangs operating County Lines (drug dealing by London Gangs into Margate) and sexual exploitation and has been operating for 4 years and consists of a variety of agencies including Police, Fire, Mental Health, housing, troubled families etc. and focused on delivering criminal justice, social justice and safeguarding. There is an understanding amongst the agencies involved that they need to operate in an integrated manner and work tended to concentrate on the two most deprived wards in Margate.

Most crimes committed are drug related and the integration of services had demonstrated the usefulness of sharing information and shown that over a third of crime emanated from just two wards, which had enabled resources to be concentrated in these particular areas. There were high numbers of vulnerable people in these wards and looked after children were going missing on a regular basis and there are high levels of child sexual exploitation. There are 46 nationalities represented in these particular wards.

The Task Force carry out street surveys to try to identify problems and vulnerable people and social issues present to be able to better respond to the risks to these vulnerable young people and to try to provide solutions.

Members were informed that there were 12 currently operating in Margate and gangs were coming down from London, in addition to local gangs, and these gangs were of varying ethnicity. There are a number of tactics used by the gangs to draw people into drug use and trafficking and sexual exploitation. The gangs targeted vulnerable people and gang members dealing drugs are rotated to avoid detection.

Young people as young as 9/10 years old are being used to courier drugs and even children from middle class families are now being targeted. Young people joined gangs for a variety of reasons, such as a sense of importance, social status, feeling part of a family, money etc. The large amounts of money that young people can make from being involved in the drug trade is a major deterrent in them leaving gang involvement, but the Task Force always 'left the door open' for them to seek assistance.

The Task Force were also involved in Family Support Panel meetings, where families and young people were able to express their feelings and concerns, and the Panel sought to agree a way

forward. The age profile of the gangs is getting younger and the numbers of children going missing is increasing. There had also been an increase in the number of unaccompanied asylum seeking children who had gone missing in Margate the previous year.

Members were informed that gangs organised street parties and lured young people, via social media, with promises of free drugs and alcohol, but then they made them become 'runners' in order to pay off their debts. The Task Force worked with schools and the PRU and health services to share information, which enabled a more comprehensive picture and a postcode joint agency approach and analysis.

The Task Force is also working on prevention and in dealing with young people who wish to exit gang involvement and schemes, such as the Duke of Edinburgh award scheme, are being used to enable young people to be able to put positive things on CV's.

It was noted however that there were difficulties in showing the cost benefits of the Task Force when it was first established, and there is a need for all agencies involved give a lead and commit resources and work in a collaborative manner to show the benefits of joint working. One of the problems that had been identified, is that youth workers who did a lot of engagement with young people, worked at nights and at weekends, whereas other Task Force members tended to work 9-5 and generally not at weekends. It was felt that this is an area that the Task Force needed to give consideration to in the future.

The Committee heard evidence that there is good youth provision in Margate and that this provision tended to adapt to the ever changing demands of young people. There were youth workers at centres to ensure that young people who may attend did not involve other young people in criminality and that those young people attending are kept safe.

The Task Force also carry out community work and engages in 'door knocking' exercises, where the Public are informed of the work taking place and the improvements being made and it is felt that the Task Force is having an impact.

The Task Force carried out work with schools in order to identify if there had been behaviour change, as this could be an early sign of gang affiliation or involvement. There were now instances of 12/13 year olds carrying knives and it is crucial to get CAMHS involvement in a number of these cases, due to the mental health concerns about some of the young persons.

The Committee were informed that Margate is also suffering, because of the benefit changes and the shortage of social housing, which is forcing many vulnerable and complex families to be moved out of London to areas where accommodation is cheaper. There is therefore a need to work with London Boroughs and across County Lines, in particular, to share information and carry out more cross border work. However joint working is sometimes difficult, due to the fact that Local Authorities had different ways of operating.

It was noted that a number of the referrals were received as a result of the street visits and also from schools, and it is easier and more advantageous to intervene, at an early stage, rather than when criminality and gang membership had become too entrenched

Resident Impact Implications

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 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 been completed, which suggests that the youth crime strategy should have positive impacts on all relevant protected characteristics by ensuring the issues below are taken into account.

Age

The scrutiny relates specifically to young people, this is pertinent because of the specific issues relating to the prevalence of young people in the criminal justice system. For instance under 25 year olds currently make up the most arrested group in the borough and are also the majority of victims of youth crime. This means that the scrutiny will have a positive effect on young people.

Disability

Young people who are victims of crime are disproportionately affected by mental health and young people with learning disabilities are over represented nationally within the criminal justice system. The scrutiny heard from two Psychologist Forensic and Clinical and psychiatric and psychological support is offered within the Integrated Gangs Team and CAMHS in the Youth Offending service and there are recommendations on sustaining this important work, as part of the strategy.

Sexuality and Gender reassignment

There are no known differences or effects of trans-gender or gender reassigned people as a result of the youth crime scrutiny. It is to be noted that issues relating to hate crimes are picked up with the Council equality objectives and should issues become pertinent to youth crime they will be picked up in the Youth Crime strategy. This also holds true for the lesbian, gay and bisexual community.

Race

Black young people are overrepresented in the criminal justice system in Islington. They are also overrepresented in the figures for No Further Action meaning that they are likely to be identified as suspects in crimes, but less likely to have any follow up following an arrest. The Council has worked in partnership with the Police, to reduce the over representation of black young men in stop and search. If the overall disproportionality within the criminal justice system is to be reduced then the Council and partners will need to take specific steps to address this when implementing the strategy. If the strategy is successful then it should increase the chances that young people of all racial backgrounds will have a better chance of leading rich and fulfilling lives, not marred by the 'revolving door' of the criminal justice system.

Gender

Males are over represented in the criminal justice system.. Historically, females offend less often than males and those that do offend start later, stop sooner, and commit less serious offences

than their male counterparts. (Home Office, 2014). In recent years however, that trend seems to be changing as female roles in youth crime have become more understood. The 2011 report of the Children's Commissioner highlights the role of girls and young women in gangs – the hiding and transportation of drugs and weapons and as victims of sexual exploitation by gang members, including their 'boyfriends'. The Committee heard about the work of Abianda within young women in the Integrated Gangs Team and agreed that there should be more effective and targeted working with both boys and girls, which should address the specific issues faced by females.

Socio Economic status

Socio- economic status is not a protected characteristic under the Equality Act , but the Council takes the view that it is important that we try to minimise the disadvantage faced by poor and working class people, as exemplified by the Fairness Commission. It is the case that low socio-economic status persons are more likely to be negatively affected by crime, both as young men and perpetrators. This is due to a number of factors – the type and geographical location of their housing, the capacity of their parents, to provide material support, the nature of their education – state school or private school: the capacity of their parents to provide material support, the age at which their formal education terminates, the nature of qualifications (if any), they receive on completion of their education, their age at entry to the labour market and the nature of their employment (if any) and the type of leisure activities that they pursue. The scrutiny is likely to have a positive impact on people with low socio-economic status.

Safeguarding

The Council's safeguarding responsibilities take into account young people as victims and the Council works collaboratively with partners to identify and respond to the many risks faced by young people. The Council are concerned about the impact of domestic and other forms of violence and of young people falling vulnerable to cybercrime, internet or other forms of radicalisation or sexual exploitation. The Council and partners already have robust processes in place for safeguarding vulnerable children. The Youth Crime strategy should strengthen safeguarding arrangements for older young people.

Human Rights

In implementing the enhanced enforcement proposed in the strategy the Council will need to have due regard to human rights and seek legal advice, as appropriate.

CONCLUSIONS

The Committee were of the view given the recent incidents in the borough that the recommendations in the report should be adopted.

The level of criminality, especially with regard to knife crime and mobile phone snatch theft is too high and measures need to be taken in order to reduce this and to ensure that early intervention strategies are put in place to discourage future generations of young people becoming involved in criminality.

The current generation of young people that are involved in criminality and on the edge of criminality have to be subject to enforcement action, where necessary and to be offered support and diversionary opportunities, where appropriate.

The Committee heard a great deal of evidence in relation to the scrutiny and are of the view that the measures put in place by the Council have established a base on which to go forward in the future and reduce levels of criminal behaviour. This has to be done by both enforcement measures and early intervention strategies.

The Integrated Gangs Team model introduction and the additional monies allocated by the Council should assist in this and it is hoped our recommendations will contribute further to the work currently taking place.

MEMBERSHIP OF THE POLICY AND PERFORMANCE SCRUTINY COMMITTEE – 205/16

COUNCILLORS 2015/16

Troy Gallagher – Chair
Una O’Halloran – Vice Chair
Jenny Kay
Martin Klute
Michael O’Sullivan
Raphael Andrews
Jilani Chowdhury
Rakhia Ismail
James Court
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Substitutes:

Alice Perry
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Flora Williamson
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Theresa Debono
Alex Diner
Alice Donovan
Satnam Gill
Nurullah Turan
Robert Khan
Paul Smith

Acknowledgements: The Committee would like to thank all the witnesses who gave evidence to the review.

Officer Support:

Peter Moore – Democratic Services

Lead officer/s- Catherine Briody, Victim and Offenders Service Manager

APPENDIX A – SCRUTINY INTITIATION DOCUMENT

SCRUTINY REVIEW INITIATION DOCUMENT (SID)
Review: Youth crime – youth violence, mobile phone theft, and crime hotspots
Scrutiny Review Committee: Policy and Performance Review Committee
Assistant Director leading the Review: Alva Bailey
Lead Officers: Catherine Briody
<p>Overall aims:</p> <ul style="list-style-type: none"> • To better understand the issues and causes of knife crime and what we can do to reduce knife crime in the borough. • In parallel with the above, to review and improve what the Council and its partners can do to reduce mobile phone theft by thieves on bikes within the borough.
<p>Objectives of the review:</p> <ul style="list-style-type: none"> ○ A review of Islington’s current performance on moped/mobile phone theft, bench marked with other areas with a focus on knife crime, moped theft and mobile phone theft and mapping of main crime hotspots ○ Review current approach by comparing and contrasting the work of Islington with other areas and identifying best practice ○ Consider the borough’s approach to youth crime as set out in the new Youth Crime Strategy and the actions required to achieve the necessary improvements. • To review and compare how the council is working with and providing support to families to prevent crime among children and young people and the effectiveness of such work. • To review the use of the full range of enforcement available to the partnership to encourage positive changes in behaviour as well as holding offenders to account. • To review the role of schools/young people in tackling knife crime and how they can contribute towards shaping solutions. • To review policing around knife crime and knife possession including the use of NFAs and impact of stop and search tactics. • To review policing of moped enabled crime. • To consider how we use the intelligence on crime hotspots to reduce theft in those areas and how local communities can assist with solutions. • To consider the role of the council in addressing the sale of stolen goods including mobile phones and bikes etc. • To increase the relationship with the key statutory partners in delivering a more robust collaborative approach to youth crime: YOS, police, National Probation Service, Community Rehabilitation Company, courts, secure estate • To consider the impact of mental health on knife crime and review the work around health in the YOS and 18 – 24 team (Forensic Psychologist) • To look at communication between neighbourhood police and the community, and how to improve public confidence

- To explore the links between mobile phone theft and drug dealing and how we can use tenancy law and other civil powers to address these
- To explore the role that local businesses can play in reducing thefts.
- To explore new methods of community engagement, and a young people friendly approach including using social media, virtual panels and other modern technology to tackle youth crime.

How is the review to be carried out:

This review is undertaken at a time when the borough has experienced a disturbing rise in youth crime, especially violence, which has caused widespread anxiety to residents, particularly families with children. The council is committed to stopping this rise in crime as a matter of urgency, and recognises that we all need to do more if we are to achieve the improvements required to turn the tide and prevent further harm to young people and community. This review will therefore be undertaken over a relatively short period so that the findings can inform improvements to the council's approach and the delivery of the new Youth Crime Strategy.

The review will look at various aspects of the council's work with young people and their families to prevent crime and keep young people safe, including the extent to which the community believe the council is tackling the issues that concern them most. It will examine opportunities to improve the effectiveness of the council's approach in delivering services to prevent and engage/divert young people at risk of being involved in crime, and the use of enforcement powers where young people continue to offend.

The review will involve a deep dive on to the causes and impact of knife crime and will include a focus on mobile phone theft and crime hotspot areas.

It will explore the extent and nature of youth crime and anti-social behaviour in Islington and the impact of current services and initiatives and consider good practice from other areas that can be replicated in Islington. It will explore with young people their experience and perception of youth crime and views on the police, and their thoughts on how we can reduce crime and improve the safety of young people.

It will specifically consider the proposed model for the new Integrated Gangs Unit in Islington which will involve a collaborative approach and in some cases co-location of council staff (YOS, 18 – 24 team), police, probation and JCP etc.

Scope of the Review:

Types of evidence will be assessed by the review:

1. Documentary submissions:
 - Crime statistics
 - Young people as victims
 - Strategic Assessment
 - Islington Youth Crime Strategy
 - London Mayors Gang Strategy

2. It is proposed that witness evidence be taken from:

- Metropolitan Police (Gangs / IOM / YOS teams)
- MET Police Borough Commander?
- Community Safety Partnerships Unit
- Anti-social Behaviour Team, including MAGPI officers
- Youth Offending Service
- Children's Services Safeguarding
- Legal Department
- Public Protection
- Local residents
- Local businesses
- Safer Neighbourhood Panel chairs and members
- Victim's families
- Youth workers and young people
- Ex-offenders/ ex-gang members
- Ward Panel members
- Voluntary and community sector representatives
- Islington Community Safety Board
- Mayor's Office for Policing and Crime
- Probation: NPS/CRC
- Victim Support
- Knife Crime charity
- Rep from Secure estate (Pentonville?)
- Two local MPs

3. Visits

- LB Lambeth
- Schools and head teachers
- Some scrutiny sessions to be held in community settings

Additional Information:

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Report of: Chair of Policy and Performance Scrutiny Committee

Meeting of	Date	Ward(s)
Executive	21 July 2016	All

Non-exempt

Subject: Tax Avoidance - Scrutiny Review Recommendations

1. Synopsis

- 1.1 Following completion of the scrutiny review into Tax Avoidance, this report requests that the Executive receive the Scrutiny Committee's recommendations.

2. Recommendation

- 2.1 To receive the report of the Policy and Performance Scrutiny Committee and agree to respond to the recommendations in detail at a future meeting.

3. Background

The detailed objectives and recommendations of the review are included in the attached report

4. Conclusion and reasons for recommendations

- 4.1 The Executive is asked to receive the report of the Policy and Performance Scrutiny Committee and agree to respond to the recommendations in detail at a future meeting. The financial, legal, environmental and resident implications of the recommendations of the scrutiny committee will be considered in developing that response.

Resident Impact Implications

There are no direct resident impact implications on residents and any implications will only impact businesses engaged in tax avoidance in the borough.

Report author: Peter Moore

Tel: 020 7527 E-mail: peter.moore@islington.gov.uk

Policy and Performance Scrutiny Review

REPORT OF THE POLICY AND PERFORMANCE SCRUTINY COMMITTEE TAX AVOIDANCE



**London Borough of Islington
May 2016**

CHAIR'S FOREWORD

The Committee conducted a scrutiny into tax avoidance, given its concerns at the recent high profile cases of big, and in some cases, multi-national companies engaging in tax avoidance, whereas smaller companies and individuals pay their appropriate share of tax, placing them at a disadvantage competitively.

The Committee have considered measures that they could take to ensure that companies face their tax liabilities and whilst the action that we can take is limited we have recommended a number of actions that we feel the Council can take to mitigate tax avoidance, particularly when allocating Council contracts.

The Committee hope that its recommendations will be adopted by the Executive and where possible in future companies avoiding paying tax have their contracts terminated.

Tax Avoidance Scrutiny Review

Aim

The Committee carried out a scrutiny into the ability for the Council to only contract with companies and bodies that pay UK tax

Evidence

The review ran from June 2015 until March 2016 and evidence was received from a variety of sources

1. Presentations from council officers – Peter Horlock, Head of Procurement, Steve Key, Director Service Finance, Ramani Chelliah, Chief Contracts Lawyer

Objectives of the Review

The objectives of the review were as follows –

To understand how companies avoid paying UK tax, including parent companies that L.B.Islington deals with or has business links to providing a service to the Council and its subsidiaries

To understand our existing legislative requirements around procurement and contract management

To investigate how we can identify businesses that we contract with who avoid paying UK tax

To review and update our procurement processes, within the law, to exclude those businesses that avoid UK tax

To review and update, as necessary, our appointment process for consultants and agency staff

To explore whether the Council can use other powers it has e.g. licensing, to influence companies to pay their appropriate

Recommendations

That the Executive be recommended that –

- 1. The Pre- Qualification Questionnaire (PQC) should require tenderers to provide information on their tax compliance. It is proposed that the section on tax compliance is enhanced for contracts over £5m to provide additional information and allow for exclusion, where appropriate**
- 2. The Council's standard contract conditions be amended, for contracts over the value of £5m, to allow for contract termination in relation to non-compliance with tax payment obligations**
- 3. The published HMRC list of tax defaulters be periodically reviewed to ensure that no contractor that the Council uses is on the list, and if there is one, the contract be terminated using 2 above**
- 4. That letters be sent out to companies that the Council contracts with to remind them of their tax obligations. A list of companies will be made available for Council officers to view on the internet**

Main findings

Tax is a mandatory contribution levied by Government on workers income, business profits, or added to the cost of particular goods or services. Levying of tax is the principal mechanism by which the Government pays for the services and facilities that it provides and all taxpayers must pay their contribution. The majority of tax is collected and administered by the Government office HMRC, including demands for interest and penalties when incorrect levels of tax are paid.

Tax avoidance and tax evasion are often used as interchangeable terms although in fact they are very different –

Tax avoidance is taking steps to minimise your tax liabilities and is legal (although sometimes it can be against the spirit of the law), provided there is no objection from HMRC, and you have been open about your action. It is often considered to be taking measures for a tax advantage. On a small personal scale this is ensuring that the correct tax code is used, money is transferred to an ISA, artificial unnecessary transactions by business etc. On a large scale this could be paying a tax expert to find legal loopholes in the system.

Tax evasion is taking deliberate steps to falsify, mislead or defraud the payment of tax. Tax evasion is illegal and may lead to individuals being subject to ten years imprisonment. Examples of this have included hiding money offshore, significant physical or virtual online trading and not declaring the income, failing to file a tax return, i.e. not including your full income, hiding taxable assets etc.

HMRC provides guidance on the General Anti Abuse rule (GAAR) into reasonableness in regard to tax avoidance, as required under the Finance Act 2013. The GAAR has made it clear that a taxpayer may decide to operate as a sole trader or through a limited company, whose shares he/she owns or work as an employee. All are perfectly legal means of payment of appropriate taxation, either - by making payments on profits of the organisations, by way of a dividend, or immediate payment from the employee salary.

In September 2012, the Government tasked HMRC and the Cabinet Office to look at whether procurement could be used as a means of promoting good conduct in regards to taxation. The idea was to withdraw opportunities for initially central government contracts from the minority of providers who seek to either evade tax or utilise aggressive tax avoidance schemes. This move led to the Disclosure of Tax Avoidance schemes (DOTAS), and a policy note which mandated central government to ask questions in the procurement process on tax compliance and setting out how to handle the matter.

Under the now repealed Public Contracts Regulations 2006, a contracting authority was always able to disqualify providers if they had not met their taxation obligations in UK law. In preparation for the new regulations, the issue of taxation compliance became an increasing interested area. This led to significant clarity being introduced in the Public Contracts Regulations 2015 – Regulation 57.

Subsequently, a national standardised Pre –Qualification Questionnaire (PQQ) or application pack has been introduced above EU threshold contracts, currently the goods or services threshold is those contracts which aggregate above £164,176, to ensure a simpler and more consistent approach to selection across the whole public sector authorities. It is designed to remove some of the bureaucracy and barriers which make it difficult for businesses, in particular smaller firms, to access public service contracts. The PQQ outlines the Council's ability to exclude organisations from fraudulent evasion of taxes, offences in connection with taxation and non-payment of tax and/or social security contributions.

The Council has limited powers to exercise discretion on matters of taxation and must adhere to the Public Contracts Regulations 2015. It can have a responsibility to promote tax adherence, but limited ability and to verify to take action against inappropriate tax adherence as this would be a

matter reserved for the proper authorities, e.g. HMRC, Police and the Courts. The Council are not in a position to impose unreasonable or disproportionate taxation inspections beyond the scope of the PQQ.

Tax avoidance is by its nature a legal act. Suspicions of tax avoidance would not be sufficient grounds to terminate a Council contract, nor exclude an organisation from a procurement process. Tax evasion would need to be proven for the Council to act. Monies due from matters of tax evasion generally rest with the HMRC and thus, whilst the Council has a duty to report on suspicions of this nature, has no direct financial advantage from it.

The Committee considered evidence from the Council's Chief Contracts Lawyer in relation to this issue.

The Committee were informed that the Public Contracts Regulations 2015 has allowed the Council to enhance the enforcement of tax compliance measures and it is recommended that the scope of tax enquiries conducted by the Council is widened during the pre-qualification stage of the procurement process, for contracts with a value of over £5m and that provision is made to terminate such contracts for non-compliance with tax payment obligations.

The Council must exclude an economic operator from participating in a procurement procedure, where it has been established, by verifying in accordance with regulations 59 and 60, or is otherwise aware, that an economic operator has been convicted of cheating the HMRC, fraudulent evasion within the meaning of section 170 of the Customs and Excise Management Act 1979 or the Value Added Tax Act 1994, or an offence in conjunction with taxation in the European Union within the meaning of the Criminal Justice Act 1993.

The obligation to exclude an economic operator also applies where the person convicted is a member of the administrative, management or supervisory body of that economic operator or has powers of representation, decision or control in the economic operator.

An economic operator shall be excluded where the Council is aware of the breach relating to non-payment of taxes and the breach has been established by a judicial or administrative decision having final and binding effect in accordance with the legal provisions of the country in which it is established or with those of any of the jurisdictions of the UK.

An economic operator may also be excluded where the Council can demonstrate by any appropriate means that the economic operator is in breach of its obligations relating to non-payment of taxes. This is known as discretionary exclusion for non-payment of tax. The grounds for both mandatory and discretionary exclusion cease to apply when the economic operator has fulfilled its obligations by paying, or entering into a binding arrangement, with a view to paying, taxes due.

There are exceptions to mandatory exclusion and the Council may disregard the prohibitions related to mandatory exclusion on an exceptional basis or overriding reasons relating to the public interest, such as public health or protection of the environment. The Council may also disregard the prohibitions related to discretionary exclusion where such an exclusion would be clearly disproportionate.

In order to exclude an economic operator from participation in a procurement procedure, the Council needs to establish, by verifying in accordance with regulations, or is otherwise aware, that the economic operator has been convicted of any of the offences that give rise to mandatory exclusion.

Regulation 59 relates to the European Single Procurement Document (ESPD), which is designed to be a standardised EU wide process for self-declaration provided at the time of submission of

requests to participate. Such self-certification will include the status of the economic operator in relation to the grounds for exclusion. These provisions are not yet in force.

The Council must accept the following as sufficient evidence that none of the cases specified in regulation 57 apply to the economic operator –

- In relation to mandatory exclusions the production of an extract from the relevant register, such as judicial records, or failing that, of an equivalent document issued by a competent judicial or administrative authority in the member state or country of origin or the country where the economic operator is established showing that those requirements have been met
- In relation to mandatory and discretionary exclusion for non-payment of taxes a certificate issued by the competent authority. Where the country in question does not issue such documents or certificates they may be replaced by a declaration on oath made by the person concerned before a competent judicial or administrative authority, a notary or a competent professional or trade body.

With regard to the mandatory exclusion for tax evasion, the period of exclusion is 5 years for the date of exclusion, subject to exemptions and self -cleaning. In relation to discretionary exclusion for tax evasion, the period of exclusion is 3 years from the date of the relevant event.

Self -cleaning is a means by which an economic operator in one of the situations of discretionary or mandatory exclusion may provide evidence to the effect that measures taken by the economic operator are sufficient to demonstrate its reliability, despite the existence of a relevant ground for exclusion.

In order for the Council to be satisfied the economic operator shall prove that it has –

- Paid or undertaken to pay compensation in respect of any damage caused by the criminal offence or misconduct
- Clarified the facts and circumstances in a comprehensive manner by actively collaborating with the investigating authorities and
- Taken concrete technical, organisational and personnel measures that are appropriate to prevent further criminal offences or misconduct

The measures taken by the economic operator shall be evaluated taking into account the gravity and particular circumstances of the criminal offence or misconduct (i.e. requirement for transparency),

The Committee consider that there should be changes to the Council's current procurement practice. The standard form of Pre-Qualification Questionnaire used by the Council asks the tenderer for a declaration in relation to whether any of the grounds for mandatory exclusion apply together with supplementary information where relevant. The standard form of PQQ contains additional provisions in relation to discretionary exclusion for non-payment of taxes but these provisions currently only apply to central government contracts over the value of £5m.

The Committee therefore recommends that the Council amends the standard form of PQQ in order for these provisions to also apply for Council contracts over the value of £5m. The qualifying threshold of £5m has been adopted by the Cabinet Office, in order to avoid adding an administrative burden to lower value procurements and to small businesses and we feel that this threshold should be adopted for similar reasons.

It was noted that the threshold of £5m is actually not high, as it actually appeared as it covers the whole length of a contract, i.e. a 10 year allocation of a contract this equated to £500,000 per annum.

In practice this would mean widening the net of enquiry at PQQ stage for Qualifying Contracts to cover a broader range of Occasions of tax non-compliance including:

- a. A relevant tax authority successfully challenging the supplier under the General Anti-Abuse rule or the Halifax Abuse principle, or under any tax rules or legislation that have an effect equivalent or similar to the General Anti-Abuse rule or the Halifax Abuse principle
- b. The failure of an avoidance scheme which the supplier was involved in, and which was, or should have been, notified to a relevant tax authority under the Disclosure of Tax Avoidance Scheme (DOTAS) or any equivalent or similar regime and/or:
- c. The suppliers tax affairs give rise on or after, a date to be specified), to a criminal conviction in any jurisdiction for tax related offences, which is not spent or to a penalty for civil fraud or evasion

The amendment recommended to the standard form of the PQQ is a deviation and the Council would be required to send to the Cabinet Office a report explaining the deviation.

It is also recommended that a specific right to terminate the contract is included within the terms of Qualifying Contracts. This may be done by including additional contract clauses, which provide for a warranty from the supplier in relation to its declarations on Occasions of Tax non-compliance at contract commencement: an ongoing obligation to inform during the term of the contract for breach of warranty or breach of duty to inform.

The Committee did request whether a list of companies that had been found guilty of tax evasion could be made available, in order that we could ensure that the Council did not procure contracts with any firms on the list unless they had self-cleansed. HMRC maintain this list.

The Committee investigated changes to the Council's procurement rules where companies who avoid tax could be refused contracts. There are some companies in Islington that are part of large organisations who supply goods and services to Islington Council and have been accused nationally of avoiding tax. However, the Council can only challenge a company's tax status by asking more detailed questions. The only instance where the Council can decide not to contract with a company on tax grounds is when they have been found by HMRC to evade tax, and then only until they pay their unpaid tax burden.

Conclusion

The Committee have made recommendations, which although not as comprehensive as we would have liked do reflect the limited ability the Council has to affect procurement opportunities with companies that are guilty of tax evasion.

MEMBERSHIP OF THE POLICY AND PERFORMANCE SCRUTINY COMMITTEE – 205/16

COUNCILLORS 2015/16

Troy Gallagher – Chair
Una O’Halloran – Vice Chair
Jenny Kay
Martin Klute
Michael O’Sullivan
Raphael Andrews
Jilani Chowdhury
Rakhia Ismail
James Court
Caroline Russell
Kaya Comer Schwartz
Dave Poyser – replaced by Councillor Clare Jeapes
Gary Doolan

Substitutes

Councillors:
Alice Perry
Nick Wayne
Flora Williamson
Mouna Hamitouche M.B.E.
Theresa Debono
Alex Diner
Alice Donovan
Satnam Gill
Nurullah Turan
Robert Khan
Paul Smith

Acknowledgements: The Committee would like to thank all the witnesses who gave evidence to the review.

Officer Support:

Peter Moore – Democratic Services

Lead officer/s- Steve Key, Peter Horlock – Finance and Resources Department

APPENDIX A – SCRUTINY INTITIATION DOCUMENT

SCRUTINY REVIEW INITIATION DOCUMENT (SID)	
Review: Tax Avoidance	
Scrutiny Review Committee:	
Director leading the Review: Steve Key, Assistant Director - Service Finance and Procurement	
Lead Officer:	
Overall aim: To only contract with companies and bodies that do not avoid paying UK Tax.	
Objectives of the review: <ul style="list-style-type: none"> 1. To understand how companies avoid paying UK tax including parent companies and subsidiaries. 2. To understand our existing legislative requirements around procurement and contract management. 3. To investigate how we can identify businesses that we contract with who avoid paying UK tax. 4. To review and update our procurement processes, within the law, to exclude those businesses that do not pay appropriate tax. 5. To review and update, as necessary, our appointment process for consultants and agency staff. 6. To explore whether we can use other powers we have (e.g. licencing) to influence companies to pay their appropriate tax. 	
How is the review to be carried out:	(Use separate sheets as necessary for 1-4 below)
Scope of the Review To review the current situation within Islington and examine how others deal with this issue	
Types of evidence will be assessed by the review: (add additional categories as needed)	
<ul style="list-style-type: none"> 1. Documentary submissions: <ul style="list-style-type: none"> a. HMRC information b. Tax advisers information c. Public Contract regulations 2015 2. It is proposed that witness evidence be taken from: <ul style="list-style-type: none"> a. Representative from Procurement b. Representative from HR c. PWC or another tax expert d. HMRC e. Large companies that we contract with who have been accused of tax avoidance 3. Visits <ul style="list-style-type: none"> a. To be identified 	

Additional Information:

Programme

Key output:	To be submitted to Committee on:
1. Scrutiny Initiation Document	29/6/15
2. Timetable	
3. Interim Report	7/12/15
4. Final Report	21/1/15

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Report of: Executive Member for Housing and Development

Executive	Date: 21 July 2016	Ward(s): All
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SUBJECT: Consultation on Planning Obligations (Section 106) Draft Supplementary Planning Document (SPD)

1. Synopsis

- 1.1 Planning obligations are used as part of the planning application process to address specific planning issues and impacts arising from a development proposal. They are either agreed between the Council, land owners and developers in a legal agreement called a Section 106 (S106) agreement, or are offered by land owners in a deed without the Council being party, and are then called unilateral undertakings or unilateral planning obligations. Both types of document are made under Section 106 of the Town and Country Planning Act 1990 and their purpose is to make a development acceptable that would otherwise be unacceptable in planning terms, and can together be referred to as Planning Obligations.
- 1.2 The Council's current adopted version of the Planning Obligations (Section 106) Supplementary Planning Document (SPD) was finalised and adopted in 2013. It therefore pre-dates the 2015 London Plan, Islington's Community Infrastructure Levy (CIL) and the following SPDs: Basement Development, Cally Plan, Development Viability, Inclusive Design in Islington, Draft Location and Concentration of Uses and Preventing Wasted Housing Supply. The adoption of a Development Viability SPD is particularly relevant, as it supersedes previous Council guidance on the subject of viability, as set out in the 2013 Planning Obligations SPD. The Council's procedures have also undergone changes in some areas.
- 1.3 The purpose of this report is to put forward an updated draft Planning Obligations SPD for public consultation. This new version of the SPD will reflect up to date policies, the adoption of Islington's CIL charging schedule and will outline how infrastructure investment is now coordinated between the use of CIL and planning obligations, in line with CIL Regulations 2010 (as amended).
- 1.4 Subject to public consultation and adoption by the Executive, this new version of the Planning Obligations SPD will provide further explanation of existing national, regional and local policies affecting planning obligations, as well as further detail on the procedure for agreeing planning obligations since the adoption of the Islington's CIL and Development Viability SPD.

2. Recommendations

- 2.1 To approve the draft Planning Obligations (Section 106) SPD for public consultation.
- 2.2 To note that public consultation on the draft Planning Obligations (Section 106) SPD is scheduled to take place from 29 July to 23 September 2016.

3. Background

- 3.1 Islington has the highest population density of any local authority area in the UK, with a population that has grown by 30,000 (17%) to 206,100 residents between 2001 and 2011¹, and is estimated to grow by a further 17% (34,100 people) between 2011 and 2021². Islington also has the fourth highest employment density in the capital³, and this is projected to increase significantly in the future. High population and employment densities place pressure on infrastructure and other public facilities, and this pressure will increase with each new development.
- 3.2 Planning obligations are an essential tool for the Council to ensure that development remains sustainable and accessible within the constraints of such a diverse and densely-developed borough, thus helping to deliver the Council's policies.
- 3.3 Section 106 of the Town and Country Planning Act 1990 provides the legal means by which planning obligations are secured, allowing the Council to require obligations to make development acceptable which would otherwise be unacceptable.
- 3.4 Islington's Local Plan (Core Strategy and two of three associated Development Plan Documents (DPDs)) make numerous mention of the use of planning obligations to ensure sustainable development, as does the London Plan (2015). The following key policies may be delivered partially or fully through planning obligations:
- Sustainable development (DM9.2)
 - Affordable housing (CS 12)
 - Infrastructure (CS 18 & DM9.1)
 - Planning Obligations (London Plan Policy 8.2)
 - Social and strategic infrastructure and cultural facilities (DM4.12)
 - Crossrail (DM8.3& London Plan Policy 6.5)
 - Transport / Public Transport (DM8.2 & DM 8.3)
 - Strategic Approach to Integrating transport and development (London Plan Policy 6.1)
 - Walking & Cycling (DM8.4 & London Plan Policy 6.9)
 - Car Clubs (DM8.4)
 - Accessible Parking (DM8.5)
 - Open space and green infrastructure (CS 15 & DM6.2)
 - Play space (CS 16)
 - Employment spaces (CS 13)
 - Sustainable Design (CS 10, DM7.1 & DM7.2)
 - Student Accommodation (CS 12)
 - Small Shops (London Plan Policy 4.9)
 - Health / Health impact assessments (CS 19 & DM6.1)
 - Air Quality (London Plan Policy 7.14)
 - Priority projects of the Finsbury Local Plan (BC 10)
- 3.5 The purposes of the Planning Obligations SPD are to:

¹ 2001 and 2011 Census, Office for National Statistics (ONS)

² Comparing the Census 2011 with previous ONS and GLA population estimates/ projections - implications for service planning Islington, ILBC (2012).

³ London Datastore, Jobs and Job Density, Borough, 2014

- Help deliver the above policies and sustainable development;
 - Provide greater certainty for developers by explaining what level and types of obligations are likely to be required from what size and type of development;
 - Detail the process for agreeing planning obligations and how this is integrated with the development management process;
 - Set out the justification for the level and nature of each obligation;
 - Show how investment in infrastructure to support local development is coordinated between planning obligations and CIL.
- 3.6 The draft Planning Obligations SPD sets out the type and level of planning obligations required from each type and size of development. Planning obligations were tested through the viability assessments considered as part of the Islington CIL Examination in Public and are subject to site specific viability testing as a part of the application process. The SPD also sets out changes to the operation of planning obligations since the adoption of Islington's CIL.
- 3.7 The Islington CIL, which came into effect in 2014, provides funding for the development of the borough, and has replaced Section 106 as the primary mechanism available to the Council to secure contributions from developers for many types of infrastructure. However, even where the CIL applies, Section 106 is still necessary to secure certain other types of financial contributions and other benefits, affordable housing, impact mitigation measures and in-kind provisions from developers. Since Islington adopted its CIL charging schedule, some of the previous Section 106 infrastructure requirements have been scaled back to those matters that are both directly related to the specific site, and will not be addressed by CIL.
- 3.8 The government have commissioned a review of CIL from an industry led panel which is due to report shortly. It is anticipated that the panel will recommend significant changes to the operation of CIL and S106 obligations. If accepted by the government, these may require changes to legislation and could impact on the level of infrastructure funding secured by the Council. The Council will monitor this and may need to update its guidance further depending on changes introduced by the government and if new legislation comes into effect.
- 3.9 The statutory policies in Islington's Core Strategy, Development Management Policies and Finsbury Local Plan DPDs that this SPD supplements have undergone extensive public consultation and examination in public. The Core Strategy was adopted in 2011, and the other DPDs were adopted in 2013.
- 3.10 As well as bringing the SPD in line with the Council's adopted CIL and up to date policy, guidance and legislation, the SPD also includes a change to the formula for calculating the provision of a mix of uses in Central Activities Zone (CAZ) office proposals and off-site affordable housing contribution to support implementation of London Plan Policy 4.3 and DM policy 5.1 (see SPD Chapter 6; this will increase but not above the levels tested out in the council's combined policy viability study undertaken as part of the CIL adoption process).

Consultation

- 3.11 The statutory policies in Islington's Core Strategy, Development Management Policies and Finsbury Local Plan DPDs that this SPD supplements have undergone extensive public consultation and Examination in Public. The Core Strategy was adopted in 2011, and the other DPDs were adopted in 2013.
- 3.12 Internal consultation has been undertaken in the development of this draft SPD with relevant officers responsible for a variety of areas including planning policy, development management, traffic and engineering, learning, skills and employment, energy, environmental health, legal and other teams. These internal consultation responses have helped inform the draft SPD.
- 3.13 On 20 June 2016 an external pre-consultation letter was also sent to a number of interested parties.

The purpose of this letter was to notify those who had previously shown an interest and made comments during the previous round of consultations on the now adopted Planning Obligations SPD (2013) to give them advanced notification of the public consultation process as well as to allow them to share their opinions on the subject to help shape the updated draft.

- 3.14 Public consultation on the draft SPD will be in line with the statutory requirements set out in the relevant planning regulations. An eight week consultation will take place from 29 July to 23 September 2016. Following public consultation, it is proposed that the comments will be assessed and that amendments may be made to the draft SPD prior to a report recommending adoption to Executive.

4. Implications

Financial implications:

- 4.1 The cost of preparing the Supplementary Planning Document is being met from the existing revenue budget of the Spatial Planning and Transport service, which sits within the Planning and Development division. Once in place, this Supplementary Planning Document will be used in determining all planning applications that are expected to enter into a Section 106 agreement. The greater clarity afforded by this SPD is likely to support the negotiation of financial resources for the Council. Allocation and expenditure of S106 funds will be carried out in accordance with planning regulations and the specific legal agreements signed by the Council and land owners /developers.

Legal Implications:

- 4.2 This draft Supplementary Planning Document has been prepared in line with the relevant planning regulations. There are policy foundations for the SPD within the Core Strategy, Development Management Policies and Finsbury Local Plan DPDs (see above). The Town and Country Planning (Local Development) (England) Regulations 2012 require that the council carries out public consultation before making a decision about adoption. Following consultation and adoption, the SPD will be a material consideration in the determination of future planning applications.

Environmental Implications

- 4.3 The policies on which this SPD is based have been subject to extensive Sustainability Appraisal at each stage of plan preparation. The Planning Obligations (Section 106) SPD has not been subject to Sustainability Appraisal because the SPD does not introduce new policies – it supports implementation of existing policies established within the Core Strategy, Development Management Policies DPD and Finsbury Local Plan DPD. These policies have been sufficiently appraised through the SAs carried out for the Core Strategy and the DM Policies DPD.
- 4.4 In addition, a screening exercise has been carried out to determine that this SPD does not require a Strategic Environmental Assessment (SEA) in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 and European Directive 2001/42/EC. This is because the Planning Obligations (Section 106) SPD will not result in any significant effects in addition to those already identified through the higher level sustainability appraisals discussed above. The SPD will only provide further guidance on the implementation of policies in the Core Strategy, DM Policies DPD and Finsbury Local Plan DPD. The Screening Statement will be updated after the Public Consultation has taken place.

Resident Impact Assessment:

- 4.5 The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.
- 4.6 An equalities impact assessment (EqIA) was undertaken on each of the documents that form the basis for this SPD – the Core Strategy, the Development Management Policies DPD and the Finsbury Local Plan DPD. The Planning Obligations SPD itself has also been subject to a Resident Impact

Assessment.

- 4.7 This RIA indicates that there were no negative equality impacts for equalities target groups which will arise from the publication of the SPD. The SPD supports the Council's planning policies in ensuring that the maximum reasonable affordable housing is provided and will additionally ensure that other policy requirements and site-specific infrastructure are provided to support development, which are likely to cause indirect benefits to equalities target groups. However, direct positive impacts are difficult to predict, prove or measure in this case.

5. Reasons for the recommendations / decision:

- 5.1 The Planning Obligations SPD will provide further explanation of existing national, regional and local policies affecting planning obligations, as well as further detail on the procedure for agreeing planning obligations since the adoption of Islington's CIL. After public consultation running for 8 weeks from 29 July to 23 September 2016, the SPD will be amended if necessary and recommended to Executive for formal adoption.

Signed by:



13 July 2016

Executive Member for Housing and Development Date

Appendices

- Appendix 1 – Draft Planning Obligations (Section 106) SPD
- Appendix 2 – Consultation Statement on Draft Planning Obligations (Section 106) SPD

Background papers: none

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Planning Obligations (Section 106)

Draft Supplementary Planning Document

Using planning obligations to achieve sustainable development

July 2016



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1.0 Summary

- 1.1 Islington has the highest population density of any local authority area in the UK, with a population that grew by 30,000 (17%) between 2001 and 2011¹, to 206,100 residents, and is predicted to continue growing. Recent GLA estimates suggest a 2016 figure of 222,396 residents². Islington has the fourth highest employment density in the capital³, and this is also projected to increase significantly in the future. High population and employment densities place pressure on infrastructure and public facilities, and this pressure will increase with each new development.
- 1.2 The Council is keen to ensure the delivery of new development as set out in its spatial plan for the borough, the Core Strategy (2011), however this must be supported by measures to ensure that development is sustainable.
- 1.3 Planning obligations are used as part of the planning application process to address specific planning issues and impacts arising from a development proposal. They are normally agreed between the Council, land owners and developers in a legal agreement called a Section 106 (S106) agreement, and are intended to make acceptable a development that would otherwise be unacceptable in planning terms.
- 1.4 Planning obligations can be used to regulate the nature of development, to address the impacts of development, and to contribute towards needs associated with a proposal. They help to ensure that new development is sustainable and assists in meeting the objectives of the Council's policies and strategies, including Islington's Core Strategy (February 2011) and its Corporate Plan 2015-19⁴.
- 1.5 This draft Supplementary Planning Document (SPD) provides further detail and explanation of the Council's policies on planning obligations and of the procedure for agreeing planning obligations following the adoption of Islington's Community Infrastructure Levy (CIL). Please note that this document does not establish new policy but provides guidance relating to policies in Islington's statutory Development Plan (the London Plan, Islington's Core Strategy, Development Management Policies, Finsbury Local Plan and Site Allocations). This SPD does not form part of Islington's Statutory Development Plan or Local Plan but it is a material consideration dependent on the circumstances of individual applications.

¹ 2001 and 2011 Census, Office for National Statistics (ONS)

² <http://data.london.gov.uk/dataset/2014-round-population-projections>

³ London Datastore, Jobs and Job Density, Borough, 2014

⁴ Towards a Fairer Islington: Our Commitment. Corporate Plan 2015-19;

[http://www.islington.gov.uk/publicrecords/library/Democracy/Quality-and-performance/Reporting/2015-2016/\(2015-10-27\)-Islington-Corporate-Plan-Oct-2015-\(resident\).pdf](http://www.islington.gov.uk/publicrecords/library/Democracy/Quality-and-performance/Reporting/2015-2016/(2015-10-27)-Islington-Corporate-Plan-Oct-2015-(resident).pdf)

- 1.6 The Hearing for the Islington CIL Charging Schedule Examination in Public took place on 14 January 2014 and the schedule was adopted on 1 September 2014. CIL is a non-negotiable charge for funding infrastructure to support the development of an area through a tariff system applied to new developments, based on infrastructure needs and development viability. The CIL Charging Schedule includes a 'regulation 123 list', setting out the infrastructure projects or types of projects intended to be funded by CIL. Since its adoption, the Islington CIL has been applied in tandem with the borough's planning obligations requirements which have been scaled back in accordance with relevant legislation and guidance.
- 1.7 In addition to the Islington CIL, the Mayor of London also charges a London-wide Mayoral CIL for the funding of Crossrail, which is collected by Islington on his behalf.

CIL note

- 1.8 Islington's Section 106 infrastructure requirements have been scaled back following the adoption of the borough CIL in 2014 to deal with matters that are both directly related to the specific site, and are not addressed by CIL.
- 1.9 There may still be site-specific infrastructure mitigation requirements without which a development should not be granted planning permission, and it may be appropriate to address these within a Section 106 agreement. Section 106 agreements will also continue to be used to address other policy requirements that cannot be dealt with through CIL (all non-infrastructure obligations as listed in this SPD).
- 1.10 This post-CIL version of the Planning Obligations SPD updates procedures detailed in any previous versions of the SPD from the date of its adoption.
- 1.11 The planning obligations necessary for each development will vary depending on the requirements associated with the individual scheme. A set of "standard" S106 planning obligations are generally used as a starting point, to provide certainty and to speed up the planning process. Different obligations are "standard" for different sizes and types of development (see table 2.1), with obligations added to or taken away from the list, as necessitated by the nature or location of the development.
- 1.12 Most obligations described as "standard" apply to the majority of major developments (1,000 sq. m of commercial or mixed use space⁵ or a residential-led development for which the site is capable of delivering an uplift of 10 residential units or more). The contribution amount for each obligation is calculated using the formulas shown in this SPD. The formulas are applied to proposed residential unit or employee uplift. If the uplift in employees is not known, the proposed floor space for each use class is used, in combination with average employment densities (Appendix A). Standard heads of terms can be found in Appendix C.
- 1.13 Members of the public and interested parties have the opportunity to make comments on any particular planning proposal during the consultation period of an application. Comments may relate to particular impacts or other issues arising from a development that could be addressed through planning obligations. Specific planning applications may be searched and commented on through the Council's website:
<http://www.islington.gov.uk/services/planning/applications/comment/Pages/planning-search.aspx#header>

⁵ A mixed use development includes more than one type of use class within the scheme

- 1.14 The Council also undertakes consultations on documents which help to inform the use of planning obligations as well as on specific projects funded through S106 agreements.
- 1.15 A Strategic Environmental Assessment (SEA) Screening Statement and a preliminary Residents Impact Assessment (RIA) have been carried out for this guidance document.
- 1.16 We would like to receive your views on this document and the issues it covers. The document is available in PDF and RTF on the Council's website. Should you wish to receive a copy of these documents in a different format such as large print, audio or easy read, or in another language, please contact 020 7527 4039 and where possible we will meet requests.

Consultation

- 1.17 From 29 July – 23 September 2016, the council is inviting comments on this SPD. Responses can be submitted as follows:
- In writing: S106 and Development Viability Team, London Borough of Islington, 4th Floor, Municipal Offices, 222 Upper Street, London N1 1XR
 - By email: S106@islington.gov.uk
- 1.18 If you wish to discuss the proposed SPD, please contact Islington Council's S106 and Development Viability Team on 020 7527 4039.

2.0 Introduction

Purpose of the document

- 2.1 This draft Supplementary Planning Document (SPD) updates existing guidance on the use of planning obligations, providing further information on the application of relevant policies within Islington's statutory Development Plan, consisting of the London Plan, the Islington Core Strategy and supporting development plan documents.
- 2.2 While obligations will be negotiated individually on a site-by-site basis, the SPD aims to give developers, members of the public and other stakeholders a clear indication of what obligations are likely to be required in order to make development acceptable in planning terms, to ensure the Council's objectives are met. Standard obligations will continue to be used for requirements not dealt with by CIL (see Chapter 2 section on standard obligations and occupancy rates).
- 2.3 These will assist applicants in estimating Section 106 (S106) obligation contributions, and help to reduce the time required to negotiate and agree obligations, speeding up the development management process and providing more certainty for all parties. The SPD also sets out the process for negotiating and entering into a S106 agreement (Chapter 9).
- 2.4 The SPD provides guidance on the implementation of adopted planning policies and will be a material consideration when determining planning applications.

Community Infrastructure Levy and planning obligations

- 2.5 The Community Infrastructure Levy (CIL) is a non-negotiable charge used to fund local infrastructure that will support future development. CIL was introduced by the Planning Act 2008 and came into effect through CIL Regulations 2010 (as amended). The Levy is charged on most new developments involving the creation of one or more new dwellings, or 100 square metres or more of new gross internal floorspace. The levy is charged in pounds per square metre on the gross internal area (GIA) proposed by the development. Two types of CIL are collected in Islington:
 - Borough-level Islington CIL
 - Mayoral CIL
- 2.6 Details of the operation and collection of the Islington and Mayoral CIL are set out on the Council's website at www.islington.gov.uk/cil.
- 2.7 The Islington CIL Charging Schedule was adopted in September 2014 and finances both strategic and local infrastructure projects in the borough. The Islington CIL is used to fund the provision, improvement or replacement of community infrastructure that supports the development of the borough, such as sports and community facilities, schools, parks, playspace, health facilities and the transport network, as well as the costs of operating and maintaining infrastructure. The Islington CIL Charging Schedule sets out the variable CIL rates for different types and locations of development in the borough. The Charging Schedule and supporting documents are also available at the link above.
- 2.8 In most cases, the Islington CIL has replaced the use of planning obligations in S106 agreements to secure contributions towards infrastructure from development. S106 agreements are used to secure affordable housing, to mitigate site-specific issues, and to address other policy requirements that cannot be dealt with through CIL. The Council has published a 'Regulation 123' Infrastructure List, which sets out the items and types of infrastructure that may be fully or partially funded by CIL. Infrastructure included in the list cannot be funded through a S106 agreement.

- 2.9 In addition, the CIL Regulations restrict the use of pooled S106 contributions towards items that could be funded via the levy. Further information on the relationship between CIL and planning obligations can be found in Chapter 8 of the CIL Draft Charging Schedule available at www.islington.gov.uk/cil.
- 2.10 The Mayor of London's CIL is used towards funding Crossrail. Islington Council collects the Mayoral CIL for developments in Islington on the Mayor's behalf. The Mayor's charging schedule was adopted in April 2012, with Islington listed as a "Zone 1 borough", assigning a £50 charge per square metre of development. Details of the Mayoral CIL can be found at www.london.gov.uk/what-we-do/planning/implementing-london-plan/mayoral-community-infrastructure-levy.

CIL note

- 2.11 Following the introduction of the borough CIL, Islington's Section 106 infrastructure requirements have been scaled back to deal with matters that are directly related to the specific site, and that will not be addressed by CIL. Section 106 agreements will continue to be used to ensure conformity with other policy requirements which cannot be dealt with through CIL.

Planning obligations, S106 agreements and unilateral undertakings

- 2.12 Planning obligations are specific requirements to be fulfilled by developers to ensure that impacts arising from a new development are addressed. For example, where a road is damaged or a community facility is lost as a result of a new development, S106 planning obligations can be used to offset these negative effects through requiring provision of or funds towards repairs or re-provision of facilities. Planning obligations are also used to ensure that a development accords with adopted planning policies and is socially, economically and environmentally sustainable, for example by ensuring that local residents are provided with training and employment opportunities.
- 2.13 Planning obligations may be contained in a S106 agreement (where the Council is also party to the document) or in a unilateral undertaking (where the Council is not). Planning obligations of either type are individual, scheme-specific legal documents used to address issues arising from development proposals to ensure that they are acceptable in planning terms. An agreement or undertaking can contain a number of planning covenants or obligations.

Obligations required in Islington

- 2.14 Planning obligations are always drawn up and negotiated based on the characteristics of the individual site and development proposed. Obligations can include either direct provision of a service or facility, contributions towards a provision made by the Council, or both. Obligations reflect the priorities and objectives set out in Islington's Core Strategy, Development Plan Documents and Supplementary Planning Documents although other matters may be considered if they are relevant to the proposal.
- 2.15 Applicants for development proposals will usually be expected to enter into a S106 agreement with the Council on all schemes including one or more of the following:
- Residential dwellings
 - Hotels, hostels & student housing of 1,000 sq. metres gross external floorspace or more

- Commercial / employment developments (defined by the DM Policies Glossary as any activities or uses that generate employment) of 1,000 square metres gross external floorspace or more
- Mixed use developments of 1,000 square metres gross external floorspace or more (this can include residential developments of less than 10 units, combined with an office, retail or other mixed use element)
- Other developments where necessary to ensure they are acceptable in planning terms

2.16 This comprises all types of development meeting these thresholds, so long as it requires planning permission, including:

- new development (on vacant land or involving demolition)
- increases in usable floorspace on an existing permitted development (as part of refurbishment, demolition and rebuild or extension)
- intensification of use
- bringing back into use of a long term vacant or significantly underused building
- changes of use with and without a change in floorspace.

2.17 Contributions charged will be calculated based on proposed uplifts in residential units or employees (see section on Standard Obligations and Occupancy Rates below / Appendix A on how this is calculated).

2.18 Requirements can be sought in relation to the following, if related specifically to the development in question:

Infrastructure – see Chapter 4

- Obligations to address infrastructure needs directly related to the specific site, which are not addressed by CIL (infrastructure charges, with the exception of Crossrail, will normally be covered by borough-level CIL)

Economy & employment – see Chapter 5

- Crossrail (Central Activities Zone only)⁶
- Employment and Training - Construction Phase
- Employment and Training - Operation of Development (on commercial / employment developments)
- Local Procurement
- Small, micro and/or affordable workspace or affordable retail space (for all major non-residential developments where the majority of floorspace is not in public education, community or social infrastructure uses)
- Other economy and employment obligations (e.g. initiatives to improve local employment, skills & training opportunities)

Community – see Chapter 6

- Affordable housing

⁶ See section on Crossrail in Chapter 5 for more details of the funding split between S106 / CIL

- Accessible Parking and Transport
- Marketing Wheelchair Accessible Homes (major residential developments only)
- Preventing Wasted Housing Supply (residential developments of 20 dwellings or more)
- Student Bursaries (student housing developments only)
- Mixed use development in the Central Activities Zone (for office developments only) – This obligation is for the provision of a contribution towards affordable housing from proposals for office floorspace in the CAZ
- Community Access Plans and other management or operational plans
- Other community obligations (e.g. community safety, Health Impact Assessments or public art)

Environment – see Chapter 7

- Construction practice
- Highways and footways reinstatement
- Carbon Offsetting
- Decentralised Energy
- Removal of eligibility for residents' parking permits (on additional residential units)
- Green Performance Plans
- Travel Plans (developments meeting thresholds in table 7.1)
- Other environment obligations (e.g. conservation of buildings or places of historic or architectural interest)

Council costs & other obligations – see Chapter 8

- Viability Review
- Officer and legal costs
- Any other obligations necessary to address issues arising in relation to the development

2.19 Most planning obligations pay for a one-off cost such as the provision or improvement of a facility. In certain circumstances, a contribution may also be sought towards the ongoing costs of running a facility or providing a service. Both types of funding may be necessary to ensure that the specific impacts created by a development are addressed.

2.20 As each case is assessed individually, there may be particular reasons for different developments why some obligations may be applicable and others not. Those obligations marked as “*standard*” are used as a starting point for those developments which meet the thresholds listed above (see also table 2.1 below).

2.21 A new S106 agreement will usually be required for all new applications, including where there is an existing permission on the site. If a previous planning permission has been implemented, it is appropriate to have regard to S106 contributions that have already been paid when considering a new or revised application on the site.

2.22 If there is a valid permission on the site that has not been implemented, it may also be appropriate to have regard to the original or other previous S106 agreement. Any changes in the nature of units or floor-space being ‘superseded’ by the new application will need to be taken into consideration, for example if a greater number of occupants will be accommodated in the space as part of the new application.

Table 2.1: Planning Obligations required in the borough

Please note that any **mixed-use development** including residential and/or commercial elements will be liable for the sum of any obligations indicated for each element it contains.

Planning obligations which generally apply, subject to assessment of specific site Please note that this list is not exhaustive and other obligations may be required, having regard to site circumstances, relevant evidence and policy	Minor residential - Applies to all sites which can accommodate <10 units	Minor commercial - Applies to all sites containing <1000 sq m of commercial floorspace	Major residential - Applies to all sites which can accommodate >10 or more units	Major commercial - Applies to all sites containing >1000 sq m of commercial floorspace	CAZ - Applies only to developments in Central Activities Zone (CAZ)	Applies only in special cases (e.g. on large sites > 200 units / 10,000 sq m floor space, on student housing schemes etc) as need arises
Infrastructure						
General Infrastructure (Open Space, Leisure, Health, Education etc)	Addressed through CIL					Potentially some provision on site, particularly on large sites
Other infrastructure obligations (e.g. TfL provisions, utilities or emergency services)						
Economy & employment						
Crossrail					CAZ office, retail & hotels ⁷	
Employment and Training (Construction Phase)						
Employment and Training (Operation of Development)						
Local Procurement						
Small, micro and/or affordable workspace or affordable retail space				Major non-residential ⁸		
Other economy and employment obligations (e.g. to improve employment, skills, training opportunities etc)						

⁷ only where greater than the Mayor's CIL

⁸ only where majority of floorspace is not in public education, community or social infrastructure uses

Community						
Affordable housing						
Accessible parking and transport						
Marketing Wheelchair Accessible Homes						
Preventing Wasted Housing Supply			On schemes of 20 units or more			
Student bursaries						On student housing only
Mixed use development in the CAZ					CAZ office schemes only	
Community Access Plans and other management or operational plans						E.g. on large sites
Other community obligations (e.g. community safety, Health Impact Assessment or public art)						
Environment						
Construction practice						
Highways and footways reinstatement						
Carbon offsetting						
Decentralised Energy	On minors only if feasible & if within 100m of existing / planned network					
Removal of eligibility for residents' parking permits						
Green Performance Plans						
Travel Plans			See table 7.1 for specific thresholds			
Other environment obligations (e.g. conservation of buildings or places of historic or architectural interest)						

Other obligations						
Viability review mechanism						
Officer and legal costs						
Any other obligations necessary to address further issues arising in relation to the development.						

Standard obligations and occupancy rates

2.23 As noted above, some obligations are “standard obligations”. These obligations are used as a starting point for drawing up a S106 agreement for those developments that meet the relevant thresholds as shown above and in table 2.1. Obligations are then added to or subtracted from the list, depending on the nature and location of the scheme in accordance with statutory requirements.

2.24 The following standard obligations apply to major developments (commercial / mixed use schemes of 1,000 sq m floorspace or more or sites capable of providing 10 or more residential units):

Economy and employment:

- Employment and training - construction phase
- Employment and training - operation of development (on commercial / employment developments)
- Local procurement
- Small, micro and/or affordable workspace or affordable retail space (on major non-residential developments for which the majority of floorspace is not in public education, community or social infrastructure uses)

Community:

- Affordable housing (residential development only)
- Accessible parking and transport
- Marketing wheelchair accessible homes (residential development only)
- Preventing wasted housing supply (residential development of 20 dwellings or more)

Environment:

- Construction practice
- Highways and footways reinstatement
- Carbon offsetting
- Decentralised energy
- Removal of eligibility for residents' parking permits (additional residential development only)
- Green performance plan

2.25 The contribution amount due for each obligation is calculated using the formulas shown in this SPD. These formulas, shown in blue boxes, are based on:

- An assessment of the scale and nature of the impacts of a new development, and
- Needs and planning requirements applicable to development throughout the borough or in a particular part of the borough.

2.26 The formulas are then applied to the proposed uplift in the number of residential units or employees. There are two ways of ascertaining the current occupancy of a commercial building, in order to establish the level of uplift in occupancy:

- If current occupancy levels are specified by the applicant on the planning application form or planning statement, we will use the self-declared occupancy as a starting point and calculate uplifts based on this, also taking into account average employment densities as detailed in Appendix A (unless the applicant provides proof that current occupancy is only temporarily different to the usual occupancy levels of the site, for example when a site has been decanted due to an intention to end leases in preparation for demolition or refurbishment, and that the site could return to full use shortly without the granting of planning permission); or

- If current occupation levels are not specified / not certain in exact terms at the time of calculating Heads of Terms, an estimate of current occupancy levels is calculated by applying average employment densities, as detailed in Appendix A, and applied to the floor space figures for each use class currently permitted on site.
- 2.27 Occupancy levels are applied to the floor space figures for each use class proposed for the development. Uplift is established by subtracting existing from proposed occupation figures.
- 2.28 Average occupancy rates for employment spaces are set out in Appendix A.
- 2.29 A worked development example is included in Appendix B, to show how increases in residential unit numbers and commercial occupancy interact with the obligation formulas to calculate planning obligations required.
- 2.30 Standard Heads of Terms are provided in Appendix C to give an indication of the terms that will usually form the basis of a typical S106 agreement. Each development proposal will be subject to assessment by officers and only planning obligations will be sought which meet the relevant tests as set out in the CIL Regulations 2010 (as amended) and the NPPF (see Chapter 3 of this SPD).
- 2.31 The level of planning obligations required may also increase or decrease based on the nature, location and impacts of the development and the characteristics and facilities of the local area. Charges may be updated to reflect inflation in costs.
- 2.32 The requirements in the Planning Obligations SPD have been informed by the development plan (including responses to consultation processes as well as research and technical evidence prepared to underpin policies), responses to SPD consultation processes (e.g. on previous versions of the Planning Obligations SPD and on any other SPDs which include requirements for planning obligations), discussions with internal consultees, research into the provision of infrastructure and facilities to meet future demand and research to underpin the Community Infrastructure Levy Charging Schedule.
- 2.33 The Council has also undertaken extensive viability work which assessed the impact of CIL and other policy requirements on the viability of development (see http://www.islington.gov.uk/services/planning/planningpol/community_infrastructure_levy/Pages/CIL-Charging-Schedule---Submission-Document-List.aspx). Viability testing indicated that CIL contributions and most other planning obligations account for only a small proportion of development costs and in most cases are very unlikely to make a development unviable. This is particularly the case for S106 obligations which have been scaled back since the introduction of CIL.

3.0 Policy framework

- 3.1 This SPD provides guidance on the use of planning obligations in Islington based on the principles established in a range of planning policy and guidance on a national, London-wide and local level. In line with the NPPF, this SPD aims to make schemes acceptable in planning terms that would otherwise have been unacceptable and to help applicants make successful applications by providing explanation and elaboration on existing policy, strategies and standards. As an SPD, this document does not set new policies and is not part of the local development plan for Islington, but it is capable of being a material consideration.
- 3.2 Each obligation is justified by a set of policies, setting out the reasons for which this obligation can be charged. In the following chapters (Chapters 4 - 8), the relevant policies from the key strategic planning documents, (i.e. the NPPF, the London Plan, the Islington Core Strategy, and the Islington DM policies) are set out under each obligation heading, in the following format:

POLICY SIGNPOST	NPPF Paragraph xxx	LONDON PLAN Policy x.x	CORE STRATEGY CS xx	DEVELOPMENT MANAGEMENT POLICIES DMx.x
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- 3.3 This is to provide a policy sign-post to the particular obligation's policy justification.
- 3.4 As supplementary planning guidance, this document, rather than establishing new policy, merely provides a summary, reference point and elaboration for all relevant existing policies as already contained in the Islington Development Plan and in national planning policy.
- 3.5 For the five key policy documents referenced in this SPD, except where specified otherwise:
- National Planning Policy Framework references (e.g. **NPPF 111**) always relate to NPPF paragraph numbers
 - London Plan references (e.g. **London Plan 1.1**) always relate to London Plan policy numbers
 - Core Strategy references (e.g. **CS 11**) always relate to Core Strategy policy numbers
 - Development Management references (e.g. **DM1.1**) always relate to Development Management policy numbers.
 - Finsbury Local Plan references (e.g. BC 10) always relate to Finsbury Local Plan policy numbers.
- 3.6 Relevant documents include but are not limited to:

National policy, legislation & guidance

- Town and Country Planning Act 1990 and amendments
- Planning and Compensation Act 1991
- Planning and Energy Act 2008

- Housing and Planning Act 2016
- National Planning Policy Framework (March 2012), which replaces previous Government Planning Policy Guidance/ Statements and Circulars
- National Planning Practice Guidance
- Town and Country Planning (Local Planning) (England) Regulations 2012
- The Localism Act 2011
- Community Infrastructure Regulations (April 2010) and Amendments
- Equalities Act 2010

Local policy

Adopted Development Plan

- London Plan (March 2015)
- Islington Core Strategy (February 2011)
- Development Management Policies (June 2013)
- Finsbury Local Plan (June 2013)
- Site Allocations (June 2013)

Other Development Plan Documents (forming part of the Development Plan once adopted)

- North London Waste Plan⁹

Supplementary planning documents

- Affordable Housing Small Sites SPD (October 2012)
- Student Accommodation Contributions for Bursaries SPD (June 2013)
- Environmental Design SPD (October 2012)
- Streetbook SPD (October 2012)
- Inclusive Design in Islington SPD (February 2014)
- Preventing Wasted Housing Supply SPD (July 2015)
- Development Viability SPD (January 2016)
- Basement Development SPD (January 2016)
- Location and Concentration of Uses SPD (April 2016)

⁹ A draft version of the North London Waste Plan prepared under Regulation 18 was consulted on in Summer/Autumn 2015. Adoption is expected in 2018.

Related local plans and strategies

- Corporate Plan 2015-2019
- Transport Strategy and Implementation Plan 2011-2031 (March 2012)
- Fairness Commission Report (June 2011)
- Supporting People Strategy 2010-2015¹⁰

3.7 Other documents that set out the policy background and evidence supporting this document may also be referred to throughout the document as relevant.

3.8 Please note that any references to these policies, plans, strategies, standards, SPDs, legislation, regulations, guidance and so forth will also apply to any replacements, additions or alterations to these documents, during the lifetime of this SPD once it is adopted.

Central government policy, legislation and guidance

3.9 The legal basis for planning obligations is set out in Section 106 of the **Town and Country Planning Act 1990**. The Section defines the covenants and commitments which may be contained in planning obligations as those:

- restricting the development or use of the land in any specified way;
- requiring specified operations or activities to be carried out in, on, under or over the land;
- requiring the land to be used in any specified way; or
- requiring a sum or sums to be paid to the authority on a specified date or dates or periodically.

3.10 This is supplemented by Regulation 122 of the **Community Infrastructure Levy (CIL) Regulations 2010** (as amended) which states that a planning obligation may only constitute a reason for granting planning permission if it is:

- necessary to make the development in question acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

3.11 The CIL Regulations place the following limitations on the use of planning obligations:

- Planning obligations may only constitute a reason for granting planning permission if they meet three tests (see above);
- Upon local adoption of the levy, where a Charging Authority sets out that it intends to fund an item of infrastructure via the levy, that authority cannot seek a planning obligation contribution towards the same item of infrastructure; and

¹⁰ See also http://www.islington.gov.uk/advice/housingadvice/supporting_people/Pages/default.aspx and http://www.nihe.gov.uk/index/advice/supporting_people.htm

- Pooled S106 contributions may only be sought from a maximum of up to five separate planning obligations for projects or types of projects that could otherwise be funded from CIL.

3.12 Please note that this limit of five does not apply to Crossrail or to items that are not capable of being funded through CIL, such as Affordable Housing.

3.13 The **National Planning Policy Framework** (NPPF) published in 2012 also reflects the three tests referred to above as follows:

203. Local planning authorities should consider whether otherwise unacceptable development could be made acceptable through the use of conditions or planning obligations. Planning obligations should only be used where it is not possible to address unacceptable impacts through a planning condition.

204. Planning obligations should only be sought where they meet all of the following tests:

- necessary to make the development acceptable in planning terms;
- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

205. Where obligations are being sought or revised, local planning authorities should take account of changes in market conditions over time and, wherever appropriate, be sufficiently flexible to prevent planned development being stalled.

3.14 This is supported by the national **Planning Practice Guidance** (PPG) section on Planning Obligations which states in Paragraph 001 that “Planning obligations assist in mitigating the impact of unacceptable development to make it acceptable in planning terms. Planning obligations may only constitute a reason for granting planning permission if they meet the tests that they are necessary to make the development acceptable in planning terms, directly related to the development, and fairly and reasonably related in scale and kind”. PPG encourages local authorities to publish standard forms and templates and further information to assist with the process of agreeing planning obligations (PPG para 027) as provided in this SPD. It further urges early engagement between applicants and councils.

3.15 Following a Court of Appeal decision, restrictions on contributions from small developments (10 units and 1,000 sqm m or less) have been reinserted into PPG. The council will take into account these provisions on a case by case basis when determining applications in accordance with the development plan and other material planning considerations.

3.16 In terms of varying planning obligations, this can be done by agreement with the Council or by a formal application to the Council under Section 106A of the Town and Country Planning Act 1990. In most cases, a S106 agreement has to be at least five years old before Section 106A procedures allow a developer to seek to review it. Sections 106BA to 106BC of the 1990 Act further used to provide an application and appeal procedure for the review of affordable housing obligations based on economic viability without taking into account other aspects of the planning consent. Please note that these provisions were repealed at the end of April 2016 and are no longer valid.

3.17 New regulations in the **Housing and Planning Act 2016** will allow the Secretary of State to impose restrictions or conditions on the enforceability of planning obligations relating to affordable housing contained in a S106 agreement. The Act will also introduce new procedures for settling disputes relating to the negotiation of planning obligations and a

number of other changes. However, details are yet to be set out in secondary legislation, which has not been published at the time of drafting this SPD. Introduction of this legislation must follow due parliamentary process, which the council will monitor. The council will consider the impacts of further regulatory changes as they come into effect.

- 3.18 The NPPF attaches great importance to addressing impacts of development, on providing facilities needed to make development sustainable and to addressing potential barriers to investment. NPPF paragraph 156 states that local planning authorities should set out the strategic priorities for the area in their Local Plan and put in place strategic policies to deliver a range of provisions including infrastructure for transport and health, community and cultural infrastructure, local facilities, climate change mitigation and adaptation, conservation measures etc. Some of these provisions to support new development are secured through planning obligations and some through CIL.
- 3.19 While acknowledging the importance of providing sufficient and appropriate facilities to support development and of addressing the impacts of development, the NPPF also places great importance on maintaining development viability. NPPF Paragraph 173 states that to ensure viability, the costs of any requirements likely to be applied to development, such as requirements for affordable housing, standards, infrastructure contributions or other requirements should, when taking account of the normal cost of development and mitigation, provide competitive returns to a willing land owner and willing developer to enable the development to be deliverable. Procedures for assessing viability in line with the NPPF are set out in the council's Development Viability SPD.
- 3.20 NPPF Paragraph 174 requires planning authorities to test the sum of the Local Plan's requirements to ensure that they facilitate development throughout the economic cycle. This is supported by PPG paragraph 002 which states that local authorities should ensure that the combined total impact of CIL and planning obligations does not threaten the viability of the sites and scale of development identified in the development plan. Islington's local plan policies were tested in a study which considered the cumulative viability of the council's requirements. The study used a Residual Land Value appraisal to assess the viability of a full, representative range of sites across the borough.
- 3.21 The **Public Sector Equality Duty** (part of the Equalities Act 2010) came into force across Great Britain on 5 April 2011. It means that public bodies have to consider all individuals when carrying out their day-to-day work. For planning obligations purposes, this means that the Council has to consider all individuals, including those with protected characteristics such as a disability, when it writes and interprets policy such as through this SPD, and when it delivers services or facilities paid for through S106 funds.
- 3.22 The duty also requires that the Council:
- eliminate unlawful discrimination, harassment, victimisation and any other conduct prohibited by the Act;
 - advance equality of opportunity between people who share a protected characteristic and people who do not share it; and
 - foster good relations between people who share a protected characteristic and people who do not share it.

The London Plan

- 3.23 The London Plan, formulated by the Mayor of London, is the Spatial Development Strategy for London and forms part of Islington's Development Plan. The latest version, consolidated

with alterations since 2011, was published March 2015. The London Plan sets out an integrated economic, environmental, transport and social framework for the development of London over the next 20–25 years. It is supported by supplementary planning guidance (SPG) on a range of subjects¹¹, including on

- Crossrail
- Housing
- The Central Activities Zone
- Social Infrastructure
- Achieving an Inclusive Environment
- Control of Dust and Emissions
- Town Centres
- Character and Context and
- Sustainable Design and Construction.

3.24 London Plan Policy 8.2 assigns strategic lead funding priority for planning obligations jointly to affordable housing and transport. Particular emphasis is placed on the delivery of Crossrail, which will be funded through the Mayoral CIL (Policy 6.5) as well as through planning obligations. Other priorities for funding through planning obligations are climate change mitigation and adaptation, learning and skills, healthcare, child care facilities and small shops.

3.25 Boroughs should set out a clear framework for negotiations of planning obligations. It will be a material consideration whether a development makes appropriate contributions and/or provisions towards meeting requirements made necessary by, and related to, the proposed development. Negotiations should seek a contribution towards the full cost of all such provision that is fairly and reasonably related in scale and kind to the proposed development and its impact on a wider area (Policy 8.2).

3.26 Other London Plan policies are referred to throughout this SPD where relevant. The London Plan is available via <http://www.london.gov.uk/priorities/planning/london-plan>.

Islington Corporate Plan 2015-2019

3.27 The Islington Corporate Plan sets out the Council's proposals for creating a fairer Islington for everyone who lives and works in the borough. This includes actions from the Islington Fairness Commission. The plan's vision is "to make Islington fairer and create a place where everyone, whatever their background, has the same opportunity to reach their potential and enjoy a good quality of life". It contains six priorities towards achieving this vision:

- Building more council housing and supporting private renters
- Helping residents who are out of work to find the right job

¹¹ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/supplementary-planning-guidance>

- Helping residents cope with the rising cost of living
- Providing residents with good services on a tight budget
- Making Islington a place where our residents have a good quality of life

3.28 S106 agreements will be used to help achieve the priorities of the Corporate Plan, particularly through on-site delivery of affordable housing, financial contributions to off-site delivery of affordable housing, provision of suitable facilities, resources and opportunities for residents of new developments and through the mitigation of negative development impacts on other residents' quality of life affected by a new development. Planning obligations can also help unemployed borough residents through the creation of employment and training opportunities.

Islington Local Plan

3.29 Islington's Local Plan¹² currently comprises the Core Strategy and the Development Management (DM) Policies, Site Allocations and Finsbury Local Plan DPDs. The Core Strategy sets out strategic planning policies and spatial strategies for the shaping of borough development to 2025 and beyond. Islington's Development Management (DM) Policies, Site Allocations and Finsbury Local Plan, are aimed at achieving development that helps deliver the vision and objectives set out in the Core Strategy, to bring forward sustainable development.

3.30 Detailed guidance on how these policies will be applied is contained in the Council's Supplemental Planning Documents (http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/default.aspx).

3.31 Key measures and requirements specifically mentioned in the Core Strategy, DM and Finsbury Local Plan Policies to be delivered through planning obligations are as follows (although some of these are now primarily funded through CIL except in special circumstances or on very large sites where appropriate onsite provisions are required):

- Sustainable development (DM9.2)
- Affordable housing (CS 12)
- Infrastructure (CS 18 & DM9.1)
- Social and strategic infrastructure and cultural facilities (DM4.12)
- Crossrail (DM8.3)
- Transport / Public Transport (DM8.2 & DM 8.3)
- Walking & Cycling (DM8.4)
- Car Clubs (DM8.4)

¹²

http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/Pages/default.aspx?extra=11

- Accessible Parking (DM8.5)
- Open space and green infrastructure (CS 15 & DM6.2).
- Play space (CS 16)
- Employment spaces (CS 13)
- Size and affordability of workspace (DM5.4)
- Sustainable Design (CS 10, DM7.1 & DM7.2)
- Student Accommodation (CS 12)
- Health / Health impact assessments (CS 19 & DM6.1)
- Priority projects of the Finsbury Local Plan (BC 10)

3.32 In addition to these specific mentions within Local Plan, there are also further local plan policies and objectives which can be delivered through planning obligations, which are mentioned where relevant in this SPD.

3.33 The Core Strategy emphasises the need for flexibility when applying planning obligations, to maintain viability, should market conditions seriously threaten local housing delivery rates across the borough. This is in line with requirements in the NPPF and PPG. Claims of an inability to meet planning obligations due to viability reasons must however be supported by a financial viability appraisal in line with the council's Development Viability SPD, as well as payment for an independent appraisal review, conducted by a Council appointed expert and approved by the Council (see Chapter 9 of this SPD and the Islington Development Viability SPD for further details).

3.34 The council is currently in the process of undertaking a local plan review. The Local Development Scheme (April 2016) available on the council's website¹³, sets out which planning documents the council proposes to produce in the near future, and when these documents are expected to be consulted upon and adopted.

CIL Charging Schedule

3.35 The Islington Community Infrastructure Levy (CIL) Charging Schedule came into effect on 1 September 2014. The Charging Schedule sets out the CIL rates for different types and locations of development in the borough. Islington has variable CIL rates depending on the land use type and area of the borough. The Charging Schedule was approved at an Examination on the council's CIL proposals and it is supported by evidence relating to infrastructure needs and the viability of development. The Islington CIL Charging Schedule and information on the operation of CIL is available on the Islington website: www.islington.gov.uk/cil. Further information on CIL is set out in Chapter 2 of this SPD.

¹³ [http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2016-2017/\(2016-04-29\)-Local-Development-Scheme-\(April-2016\).pdf](http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2016-2017/(2016-04-29)-Local-Development-Scheme-(April-2016).pdf)

Affordable Housing Small Sites Contributions SPD

3.36 This SPD provides information about financial contribution requirements applicable to minor residential applications i.e. sites which are not capable of accommodating 10 units (see also policy CS 12 of the Core Strategy). Contributions are secured by way of planning obligation and resultant funds go towards addressing the borough's affordable housing needs.

3.37 The SPD includes a viability assessment to demonstrate that the payments required should not threaten viability of local developments, which also takes into account CIL and other likely planning obligation costs. The assessment concludes that, in line with evidence examined, developers of sites delivering fewer than 10 residential units are expected to be able to pay a commuted sum of

- £50,000 per unit in the north and middle parts of the borough, and
- £60,000 for sites south of Pentonville Road/City Road.

3.38 The SPD was adopted in October 2012 and can be found at: http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/Affordable-Housing-Small-Sites-Contributions.aspx?extra=9.

Student Accommodation Contributions (Bursaries) SPD

3.39 The SPD provides information about the requirement for the developers of purpose-built student accommodation to provide a financial contribution towards the provision of bursaries for Islington students leaving care or facing other hardship to attend institutions of higher and further education.

3.40 The SPD supports the implementation of the Council's Core Strategy Policy CS 12, part J and sets the financial contribution requirement for student bursaries at 2.4% of the total annual rental income from a development of student accommodation for thirty years.

3.41 This SPD was adopted in June 2013 and can be found at: http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/student-accommodation-contributions-for-bursaries.aspx?extra=7.

Environmental Design SPD

3.42 The Environmental Design SPD provides guidance on how new development in Islington should be designed and built so that positive effects on people's quality of life and the local environment are maximised and negative environmental impacts are minimised or avoided. Islington Council is committed to tackling climate change. This is in accordance with the National Planning Policy Framework's emphasis on supporting the transition to a low carbon future as well as combatting fuel poverty and in line with the Warm Homes and Energy Conservation Act 2000 and the UK Fuel Poverty Strategy.

3.43 Islington's sustainable design requirements focus on:

- Energy use and carbon emissions,
- Sustainable building standards,
- Water consumption,
- Biodiversity and access to nature ,

- Climate change adaptation: sustainable urban drainage systems (SUDS) and overheating,
- Sustainable materials, waste and construction impacts, and
- Operational sustainability.

3.44 In line with these requirements, developments should minimise energy demand and carbon emissions and be 100% free of carbon emissions wherever possible. This can be achieved through positive environmental design, such as better insulated and more efficiently heated homes.

3.45 The Council's Energy Conservation Officer will assess each development individually, to estimate any projected residual carbon dioxide emissions, and calculate a financial contribution to offset these emissions (see also Policy CS 10 and Chapter 7, section on carbon offsetting obligations of this SPD).

3.46 This SPD was adopted in October 2012 and can be viewed at http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/Environmental-Design.aspx?extra=11.

Streetbook SPD

3.47 The Islington Streetbook sets out the Council's standards for the design, construction and maintenance of public realm.

3.48 It establishes six core values against which public realm works will be assessed:

- Fairness through Inclusive Design – does the public realm respond to all sections of our communities?
- Design Quality – does it look good, will it work and will it last?
- Historic environments conserved and enhanced – do proposals celebrate our past?
- Safety and Security – will users be safe and feel safe across our public realm?
- Good Value – are the whole life costs of a proposal reasonable and appropriate?
- Environmental Sustainability – do proposals effectively conserve energy, promote biodiversity and minimise waste?

3.49 The document also promotes an inclusive design process. Objectives are broken down into design considerations and illustrated by good practice examples.

3.50 This document was adopted in October 2012 and can be viewed at http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/Streetbook.aspx?extra=10.

Inclusive Design in Islington SPD

3.51 The SPD sets out the Council's approach to Inclusive Design, which applies to all aspects of design, and sets basic minimum standards for some of the most commonly occurring design elements, which will be applied through the planning process within the borough of Islington.

It updates the current standards for flexible housing and wheelchair accessible housing in Islington and provides an interpretation of those standards for student accommodation.

- 3.52 The SPD was adopted in February 2014 and can be found at [http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2013-2014/\(2014-03-14\)-Inclusive-Design-SPD-\(adopted\).pdf](http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2013-2014/(2014-03-14)-Inclusive-Design-SPD-(adopted).pdf)

Preventing Wasted Housing Supply SPD

- 3.53 This SPD aims to address the issue of 'Buy to Leave', when individuals or companies buy new residential dwellings for speculative investment purposes and leave them empty. To meet Islington's, and London's, overall housing need it is imperative that there is no 'wasted supply' caused by newly delivered dwellings not forming part of the pool of housing supply.
- 3.54 To ensure occupancy to avoid wasted housing supply, the SPD requires developments of 20 dwellings or more to enter into a S106 agreement requiring owners of individual dwellings within the development to ensure the use and occupation of their dwellings. The SPD supports Core Strategy Policy CS12, which sets out how Islington will meet its housing challenge, specifically parts B and C of the policy which relate to securing a continuous housing supply and meeting and exceeding the housing targets set for the borough by the Mayor of London.
- 3.55 The SPD was adopted in July 2015 and can be found at [http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2015-2016/\(2015-09-21\)-Preventing-Wasted-Housing-Supply-SPD-\(adopted-July-2015\).pdf](http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2015-2016/(2015-09-21)-Preventing-Wasted-Housing-Supply-SPD-(adopted-July-2015).pdf)

Development Viability SPD

- 3.56 The economic viability of development has become an important consideration as part of the planning system, both in terms of plan-making and when determining planning applications.
- 3.57 The Development Viability SPD sets out guidance on development viability relating to the implementation of Development Plan policies, the nature and extent of information required by the council to enable it to robustly scrutinise viability assessments and current issues within the process. This will provide greater clarity to applicants when preparing planning applications and help to avoid delays in the decision making process.
- 3.58 This document was adopted in January 2016 and can be found at [http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2015-2016/\(2016-01-22\)-Development-Viability-SPD-\(adopted-Jan-2016\).pdf](http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2015-2016/(2016-01-22)-Development-Viability-SPD-(adopted-Jan-2016).pdf)

Basement Development SPD

- 3.59 The Basement Development SPD sets out detailed planning guidance for the implementation of relevant Development Plan policies in relation to basement development in the borough. The SPD sets out the informational requirements for submitting a planning application for basement development, and outlines the key design considerations that are to be taken into account in designing basements in Islington.
- 3.60 The SPD is intended to provide clarity for planning officers, developers and members of the public with regard to planning applications proposing basement development, safeguard

against potential environmental and amenity impacts, and aid consistency of decision making.

3.61 The SPD was adopted in January 2016 and can be found at:

[http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2015-2016/\(2016-01-22\)-Basement-Development-SPD-\(adopted-Jan-2016\).pdf](http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Publicity/Public-consultation/2015-2016/(2016-01-22)-Basement-Development-SPD-(adopted-Jan-2016).pdf)

Location and Concentration of Uses SPD

3.62 Islington's policy objectives aim to protect and enhance the amenity of residents and businesses; and avoid development which could negatively impact the character and function of specific areas, particularly through over-concentration of a particular use or similar uses, or the location of a particular use near to sensitive facilities or infrastructure. Because of the borough's densely developed, mixed-use nature, uses which can affect amenity and public health are often in close proximity to residential uses and other sensitive uses such as schools. The council has developed the Location and Concentration of Uses Supplementary Planning Document (SPD) to provide guidance on how to identify those areas where certain uses create concern, and put in place measures to prevent over-concentration.

3.63 The SPD was adopted in April 2016 and can be found at http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/DM4.3-Location-concentration.aspx?extra=20

Islington's Transport Strategy - Local Implementation Plan 2011-2031 (March 2012)

3.64 The objectives of Islington's Transport Strategy are to make the borough's transport environment

- fair – Everyone in the borough will be able to access opportunities and services
- efficient – Islington's limited road space and public transport capacity will be managed to reduce crowding, congestion and unreliability
- safe – Road dangers will be minimised, ensuring that fewer people are injured or killed on Islington's streets
- secure – Crime and the fear of crime will be reduced on Islington's streets, housing estates and public transport network
- vibrant – Streetscape and public realm improvements will contribute towards regeneration and local economic recovery and growth and
- healthy – More active forms of travel will be encouraged, and the negative impacts of travel, especially on Islington's poorer communities, will be reduced

Other documents

3.65 In determining planning applications, linkages may also be made with other policy, strategy, legislation and guidance documents, as appropriate.

4.0 Infrastructure obligations

4.1 DM9.1 states that to ensure development is sustainable, planning permission will only be granted for development that clearly demonstrates there will be sufficient infrastructure of all types to support it. Due to Islington's high population and employment density, this is particularly crucial.

CIL note

4.2 Financial contributions towards these types of provision will normally be dealt with through Islington's Community Infrastructure Levy.

4.3 However, in some cases, a development may create a specific infrastructure need which will not be addressed through CIL. In these cases, planning obligations may still be used to require a contribution, if it

- is necessary to make the development acceptable in planning terms,
- complies with the CIL Regulations and
- can be justified with reference to underpinning evidence in the Development Plan and infrastructure planning.

4.4 Since 1 September 2014, most infrastructure needs related to new development in Islington have been addressed through CIL. Infrastructure contributions that can be sought through planning obligations deal with infrastructure needs directly related to the specific site, which are not addressed by CIL.

4.5 This may include:

- re-providing facilities lost or compromised (e.g. existing community centre being demolished as part of a development)
- re-instatement or repair of damages caused by a development (however please note that any damages relating to highways and footways are already covered by the highways and footways reinstatement obligation, see Chapter 7)
- undertaking works required by policy, such as street cycle parking (where this is not provided on site or ensured through planning conditions)
- undertaking works directly relevant to a specific site (e.g. access to a public footpath, canal towpath etc)

4.6 It is not appropriate to address these types of works through CIL as they are only required on some specific developments or in special circumstances, which the Council would not be able to reliably predict or appropriately address through CIL.

4.7 In addition to planning obligations and CIL contributions required by the Council towards infrastructure, **Transport for London** may also require provisions of or contributions towards infrastructure provided or owned by them. This is usually only the case for very large developments and could include:

- new bus stops or routes
- additional buses on existing routes

- improvements, repairs or reinstatements related to roads or other land owned by TfL or improvements to a station (such as ticketing areas, entrances, stairs, lifts etc).

On-site provisions

- 4.8 As part of suitable larger developments (usually in excess of 200 residential units or 10,000 square metres of gross external floorspace), the Council may require certain infrastructure items, such as community facilities or public open space, to be provided by developers on site. This is usually addressed through the main application proposals and planning conditions (conditions placed upon the grant of planning permission) or through CIL.
- 4.9 Planning obligations may however be required to outline arrangements for the specific access to a site or facility, or for its use, management or delivery. For example, an obligation could state that “the xx facility and associated open space shall be opened to the public prior to occupation of the 100th unit”, or that “£xxx shall be spent on the xx facility”.

CIL note

- 4.10 Where land or facilities are being provided in a development site for the provision of infrastructure, the CIL Regulations 2010 (as amended) allow for the Council to accept this as an ‘in-kind payment’ of CIL. In such cases, the relevant land must be transferred to the Council as payment of the charge. The land must be valued to determine the appropriate level of CIL which it accounts for. The Council will assess any proposals for in-kind payments of CIL on their merits and in accordance with CIL Regulations.
- 4.11 The CIL Regulations 2010 (as amended) also allow for the Council to accept one or more infrastructure payments in satisfaction of the whole or part of the CIL charge on a development. In order to allow infrastructure payments in Islington, the Council has published a document on its website giving notice that it is willing to accept infrastructure payments, and setting out the types of infrastructure it will consider accepting as infrastructure payments. In order to accept an infrastructure payment, the infrastructure type must be included on the Council’s Regulation 123 Infrastructure List as a type of infrastructure that may be funded wholly or partly by CIL. The Council must also be satisfied that the infrastructure to be provided is not necessary to make the development acceptable in planning terms.

5.0 Economy and employment obligations

- 5.1 The planning system can play an important role in building a strong, responsive and competitive economy (NPPF 7) for all.
- 5.2 Development can help to maximize the opportunity for community diversity, inclusion and cohesion, sustaining the continuing regeneration of inner London and redress its persistent concentrations of deprivation (London Plan Policy 4.1). One of the ways in which this can happen is through increasing opportunities for local employment and local businesses, to make communities sustainable and to decrease social polarisation. The Mayor of London supports working to realise the potential of inner London in ways that sustain and enhance its recent economic and demographic growth while also addressing its unique concentrations of deprivation (London Plan Policy 2.9).
- 5.3 For this purpose, it is essential to promote the availability of a sufficient number and variety of jobs and workspaces, as well as ensuring that local residents have the skills and experience necessary to take advantage of the job and business opportunities open to them.
- 5.4 Obligations aimed at improving the local economy and securing employment for local residents can include:
- Crossrail (Central Activities Zone only)
 - Employment and Training - Construction Phase (standard obligation)
 - Employment and Training - Operation of development (standard obligation for commercial / employment developments)
 - Local Procurement - (standard obligation)
 - Micro, small or affordable workspace or retail space (standard obligation for all major non-residential developments where majority of floorspace is not in public education, community or social infrastructure uses).
 - Other economy and employment obligations (e.g. initiatives to improve local employment, skills, training etc)
- 5.5 Compared with other areas, Islington has
- above average levels of unemployment¹⁴,
 - a firm structure dominated by micro and small enterprises¹⁵,
 - low (below optimal) vacancy rates¹⁶
 - a high proportion of residents claiming Job Seekers' Allowance and income support, and
 - a high proportion of long term unemployed residents¹⁷.

¹⁴ 48th highest in the country and 7th highest in London by local authority in 2015

Source: Office of National Statistics (April 2016) Regional labour market statistics: M01 Model based estimates of unemployment for local and unitary authorities and parliamentary constituencies in Great Britain

¹⁵ Islington Employment Land Study (March 2016)

http://www.islington.gov.uk/services/planning/planningpol/local_dev_frame/pol_evidence/Pages/default.aspx

¹⁶ Islington Employment Land Study (March 2016)

¹⁷ Islington Employment Commission Paper 'The picture of unemployment in Islington' (January 2014)

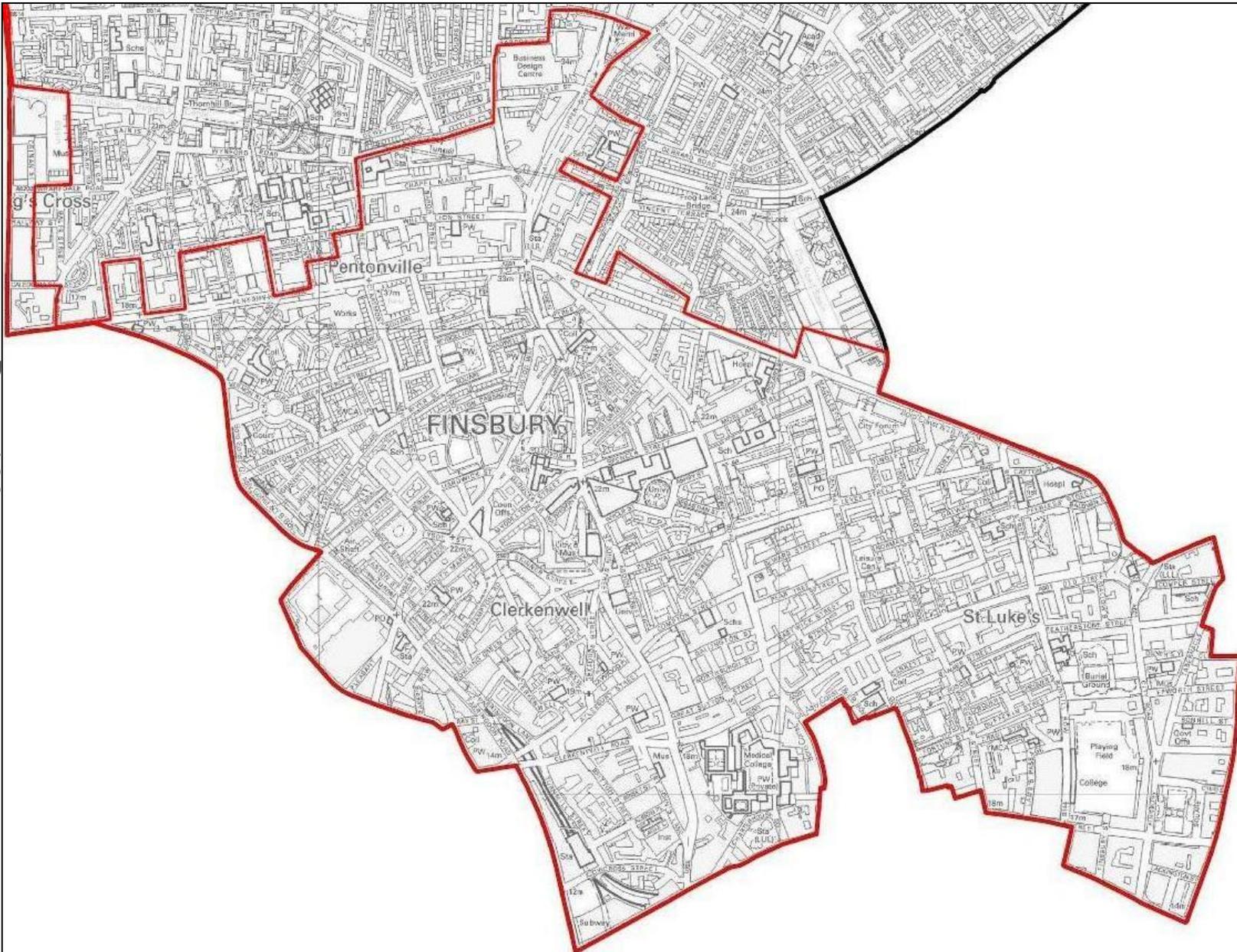
- 5.6 One of the results of this is that nearly half of Islington’s children live in poverty, and almost all of those children are in workless families. At the same time Islington has the fourth highest employment density in the capital. High polarisation of wealth in the borough means that the lowest paid workers in Islington earn, on average, only a quarter of the better paid earners.
- 5.7 The 2016 Islington Employment Land Study places particular importance on nurturing small and medium sized enterprises (SMEs) in the borough. SMEs play a driving role in the Islington economy with micro businesses in the 0-4 persons category predominating. The dominant sectors are Information & Communications and Professional, Scientific & Technical firms. The study underlines the importance of start-up and micro businesses in the key growth sectors to Islington’s economic and employment prospects. This is particularly important in light of the fact that the borough has recently sustained substantial losses to employment spaces (mostly offices) due to new permitted development rights, many of which would have been the types of spaces suitable for meeting the diverse need of Islington’s SMEs or were already accommodating active businesses of this category, generating valuable jobs and output for the borough.

Crossrail (Central Activities Zone only)

POLICY SIGNPOST	NPPF	LONDON PLAN Policy 2.10, 2.11, 6.4, 6.5 & 8.2	CORE STRATEGY CS 7	DEVELOPMENT MANAGEMENT POLICIES DM8.3
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- 5.8 Crossrail funding is an exception to the division of responsibilities between CIL and S106. Islington collects funding on behalf of the Mayor, through Mayoral CIL or Section 106 (S106).
- 5.9 The S106 charge for those parts of Islington which are in the Central Activities zone (the area bounded by the red line on figure 5.1) is:
- For office developments: £140 per sq m
 - For hotel developments: £61 per sq m
 - For retail developments retail: £90 per sq m
- 5.10 The Mayor of London’s CIL in Islington is charged at £50 per sq m and applies to most developments which create a new residential unit or propose more than 100 sq m of new floorspace.
- 5.11 To ensure that schemes are not double charged, the Mayor of London has specified that any money payable under the Mayor’s CIL will be credited against any money that would otherwise be secured for Crossrail through planning obligations under London Plan Policy 8.2. This means that when an application triggers both the Mayoral CIL and S106 Crossrail contribution, the Mayoral CIL will be payable in full and offset against the S106 Crossrail charge.
- 5.12 Any remaining S106 charge will be payable as a ‘top up’ in addition to the CIL charge. If the CIL charge is greater than the S106 Crossrail charge there will be no S106 Crossrail contribution due from the development. For further details see paragraphs 4.15-4.20 of the Mayor’s Supplementary Planning Guidance on Crossrail Funding(March 2016). This document is available at https://www.london.gov.uk/sites/default/files/crossrail_funding_spg_updated_march_2016v2.pdf

Figure 5-1: Central Activities Zone boundary



**Employment and training (construction phase) (standard obligation) &
Employment and training (operation of development) (standard obligation for
commercial / employment developments)**

POLICY SIGNPOST	NPPF	LONDON PLAN Policy 2.9, 4.1, 4.12 & 7.1	CORE STRATEGY CS 10 & CS 13	DEVELOPMENT MANAGEMENT POLICIES DM9.2
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5.13 Strategic development proposals should support local employment, skills development and training opportunities, by providing jobs and training opportunities/support as follows:

- on-site construction training opportunities from developments of 10 residential units or above, hotels, student accommodation or hostels with 20 or more rooms, or with an uplift in business/employment floorspace of 500m² or greater (Gross External Area (GEA); (Core Strategy CS 13) and
- jobs and training opportunities including apprenticeships from developments with an uplift in business/employment floorspace of 500m² or greater (GEA); (London Plan Policy 4.12 & 2.9).

5.14 In line with this, Islington’s Core Strategy objective 8 is to tackle worklessness through training and employment initiatives. Using local labour also reduces the need to travel which will help to ensure that development is more sustainable, in line with Policy CS 10.

5.15 It is a strategic policy within the Islington Core Strategy to improve job opportunities for local residents, especially those who are disadvantaged in the labour market. Policy CS 13 states that new major developments will be required to provide jobs and training support and opportunities where there is a proven need. As such, the Council requires that opportunities for employment, training and other measures to overcome barriers to employment are provided through the construction phase of a development, as well as the end use of a building, as set out in the Code of Employment and Training¹⁸.

5.16 Despite significant employment growth over the last 15-20 years, levels of worklessness in Islington have remained very high. This has been exacerbated by a shift towards a highly skilled, knowledge based economy, resulting in significant skills gaps between many Islington residents and the types of jobs being created, which are inaccessible without complementary employment and training opportunities. This obligation is aimed at ensuring that some of the benefits of London’s large construction and other employment markets go to resident workers, to help decrease deprivation and local unemployment and to create employment opportunities for the most vulnerable residents of the borough. The obligation thus helps the proposed development to deliver sustainable development (DM9.2).

5.17 Further information on the Council’s requirements relating to the construction phase and end use of the development are set out below, as well as in the Code of Employment and Training.

5.18 The Code seeks that construction work placements for local residents, each lasting a minimum of 26 weeks, should be facilitated during the construction phase of the development. The council’s designated employment service works with employers, responding both to their requirements and to the needs of unemployed residents in

¹⁸ <http://www.islington.gov.uk/s106>

accessing construction sector jobs. The team does this by identifying appropriate positions within the various works packages that support entry level, improver, journeyman, apprenticeships and trainee type roles and by providing access to appropriately capable employees to assist developers and contractors in meeting local employment obligations. Developers will pay those undertaking placements at least the London Living Wage¹⁹.

5.19 The number of placements that are sought is based on the estimated number of construction jobs likely to be created by each development, based on information provided for completed developments in the borough and the extent of local training and support needs based on unemployment figures.

5.20 The number of placements sought is as follows:

Formula - Construction placements

1 construction training placement per:

20 residential units;

20 student/ hotel/ hostel bedrooms;

1000 sq m (GEA) commercial and employment floorspace (additional and/or replacement)

5.21 Should it not be possible to provide these placements, the Council will seek an equivalent contribution for construction training, support and local procurement to enhance the prospects of the use of local employment in the development. This is based on the following formula:

Formula - Employment and training contribution – Construction

Number of construction placements (based on formula above) x cost of providing construction training and support per placement (£5,000) = contribution due

5.22 This is based on the average costs of providing construction training and support per person in Islington.

5.23 An employment and training contribution will also be sought to improve the prospects of local people accessing new jobs created in the proposed development. This is based on the proportion of Islington residents who require training and support (in 2015, according to the Office for National Statistics, 6.7% of Islington residents were unemployed²⁰) as reflected in the following formula:

¹⁹ <http://www.islington.gov.uk/about/fairness-commission/putting-fairness-practice/what-we-are-doing/london-living-wage/Pages/default.aspx>

²⁰ Office for National Statistics (April 2016) Regional labour market statistics:

M01 Model based estimates of unemployment for local and unitary authorities and parliamentary constituencies in Great Britain

Formula - Employment and training contribution – Operation of development

Uplift in occupancy of the development (number of employees) x proportion of Islington residents requiring training and support (6.7%) x cost of training/ support per person (£2500) = contribution due.

- 5.24 Projected occupancy is based on average employment densities (see Appendix A). The cost is based on the average costs of providing training and support relating to the end use of a development per person in Islington.
- 5.25 The Code of Local Employment and Training further sets out the details of the ways in which the occupier of a development with employment uses may be expected to work with the Council. This may relate to issues such as the creation of employment opportunities for local people and assisting Islington’s Education Business Partnership in their liaison with schools, colleges and training providers to support curriculum development and the provision of work experience/ placements.

Local procurement (standard obligation)

POLICY SIGNPOST	NPPF	LONDON PLAN Policy 4.12, 5.3	CORE STRATEGY CS 10 & CS 13	DEVELOPMENT MANAGEMENT POLICIES
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- 5.26 London Plan Policy 5.3 states that major development proposals should meet the minimum standards outlined in the Mayor’s supplementary planning guidance on sustainable design and construction including securing sustainable procurement of materials, using local supplies where feasible.
- 5.27 Developers are asked to commit to the principles within the Council’s Code of Local Procurement to ensure that the procurement of goods and services through the construction phase allows for opportunities for local businesses to tender for these. This approach is important in addressing deprivation in the borough and increasing local employment by creating opportunities for local businesses, in line with Core Strategy objective 7 and Policy CS 13. Research has shown that local businesses are more likely to employ local labour and, where local sub-contractors are appointed, they spend more in the local economy. The promotion of local procurement also reduces the level of travel involved during the construction process, increasing the overall sustainability of the development (in line with CS 10).
- 5.28 Appointing suitable local sub-contractors provides developers with advantages such as: a reduction in transport and logistical costs, a reduced risk of delays, greater flexibility and reliability of supply of materials to site, better access to senior management and opportunities for face to face meetings.
- 5.29 Islington Council works closely with local companies to find them opportunities through local procurement programmes.

Small, micro and/or affordable workspace or affordable retail space (standard obligation for all major non-residential developments where majority of floorspace is not in public education, community or social infrastructure uses)

POLICY SIGNPOST	NPPF	LONDON PLAN Policy 4.1	CORE STRATEGY CS 13	DEVELOPMENT MANAGEMENT POLICIES DM4.1 & DM5.4
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- 5.30 A proportion of small, micro and/or affordable workspace or affordable retail space is required from major non-residential developments for which the majority of floorspace is not in public education, community or social infrastructure uses (see CS 13 as well as DM4.1 and DM5.4 for more details). Direct provisions such as these are typically dealt with through conditions attached to a planning permission.
- 5.31 Where it can be justified that a direct provision on site as specified through a planning condition is inappropriate or renders the development unviable, a financial contribution may be levied to support equivalent provision off-site. Another case in which such a contribution may be appropriate would be a significant loss of employment space, especially if this was small, micro and/or affordable workspace, for which replacement within the new development was not possible or appropriate. In such cases, contributions will be based on a cost per square metre of local employment space in the relevant area.

Other economy and employment obligations

- 5.32 Apart from the above mentioned obligations, other obligations relating to the economy and employment may be required if the circumstances of a specific development make them necessary. This could, for example, include contributions towards initiatives which aim to improve **local employment opportunities**, provide **skills development** and **training opportunities**, and **remove barriers to employment and progression**.

6.0 Community obligations

6.1 Community obligations can include:

- Affordable housing (standard obligation on residential developments only)
- Accessible Parking and Transport (standard obligation)
- Marketing wheelchair accessible homes (standard obligation on residential developments only)
- Preventing wasted housing supply (standard obligation for residential developments of 20 units or more)
- Student bursaries (student housing developments only)
- Mixed use development in the Central Activities Zone
- Community Access Plans and other management plans
- Other community obligations (e.g. Community safety, policing facilities, Health Impact Assessments, public art etc)

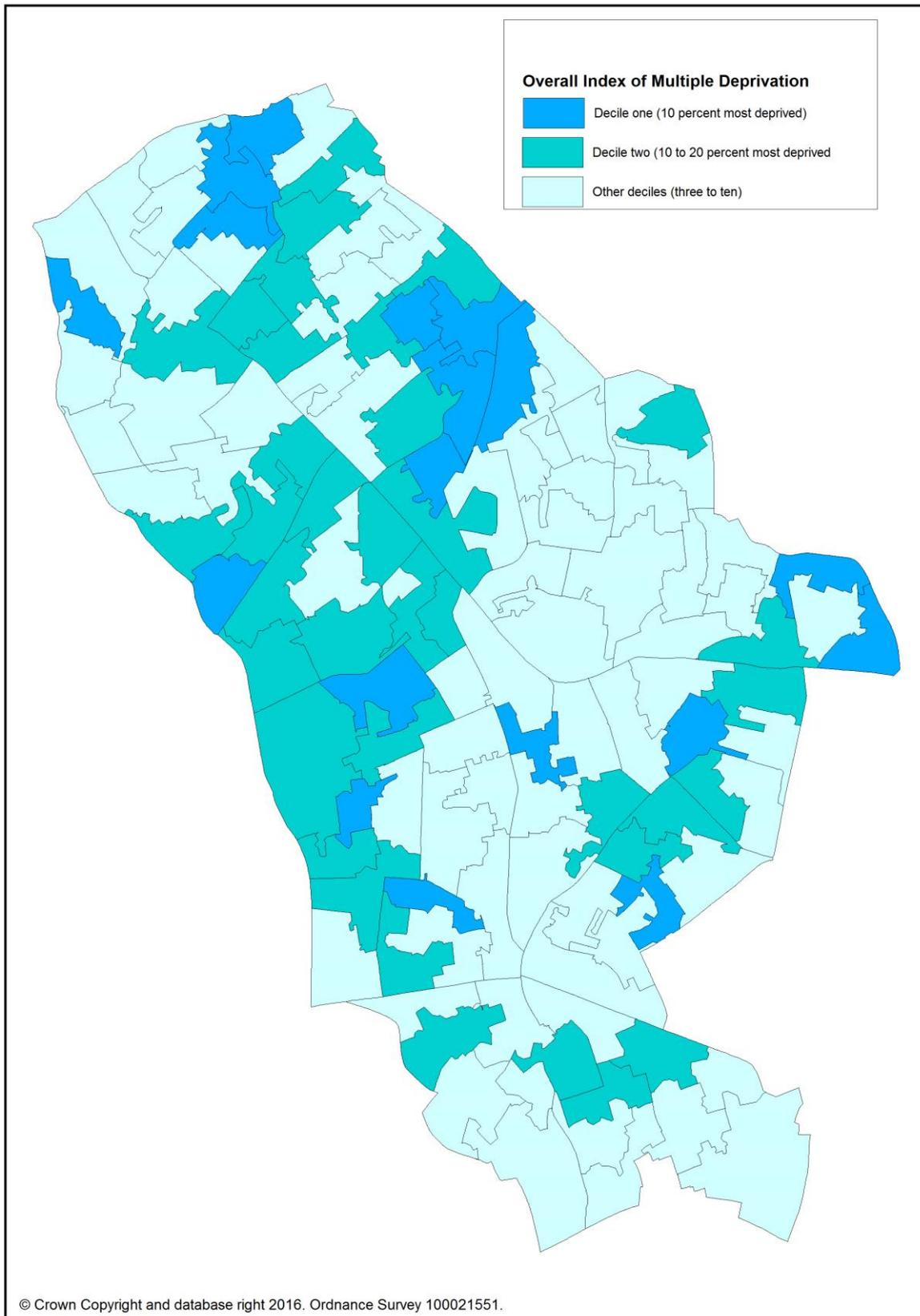
6.2 According to the Indices of Deprivation (IMD 2015), Islington is the 13th most deprived Local Authority in England and fifth most deprived in London. 41% of Islington's population lives in one of the most deprived 10% of LSOAs nationally. The borough has the third highest proportion of children and older people living in income deprivation in the country.

6.3 The indices are constructed from a set of domain indicators, related to income, employment, education, skills and training, access to housing and services, health and disability, crime and living environment.

6.4 Figure 6.1 below shows the pattern of deprivation within the borough, with darker areas representing the more deprived areas. The highest concentration of the most deprived areas are to the north and west of the borough, with further substantial clusters to the south east and pockets of deep deprivation scattered elsewhere.

6.5 At the same time, the borough is also home to some of the wealthiest and most influential people in Britain. The Council is aware of an increasing polarisation and therefore the six key priorities of the Corporate Plan all relate to combatting deprivation and building a fairer community, regarding housing, employment, living costs, council services and a good quality of life for all Islington residents.

Figure 6-1: Deprivation map of Islington - Index of Multiple Deprivation (IMD) 2015 ²¹



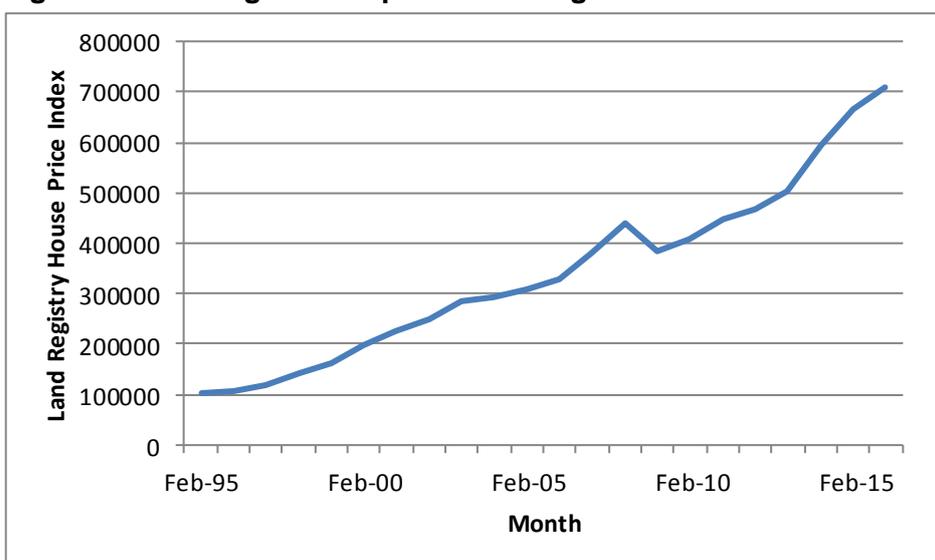
²¹ For more information see: <http://data.london.gov.uk/dataset/indices-of-deprivation-2015>

Affordable housing (standard obligation for residential development only)

POLICY SIGNPOST	NPPF Paragraph 47, 50 and 173	LONDON PLAN Policy 3.12 & 3.13	CORE STRATEGY CS 12	DEVELOPMENT MANAGEMENT POLICIES
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- 6.6 Islington, as a small borough and the most densely populated area in the UK, has a severe shortage of accommodation and land to meet continued high housing demand. Islington is a high value, high demand area.
- 6.7 Average house prices in the borough have risen very significantly and are now, at £711,077, well above the peak of 2007 (£441,000). Average residential sales values rose by just under 42% over the last three years (Feb 13-Feb 16).

Figure 6-2: Average house prices in Islington 1995-2016



Source: Land Registry April 2016

- 6.8 In addition, private rents have increased quickly. In the 12 months to quarter 3 of 2015 average monthly private sector rents in Islington were £1,943, up by 9.5% on the preceding 12 months (Source: VOA).
- 6.9 Housing costs are also very high relative to residents' incomes, with close to a third of households having incomes of less than £20,000 per year. Access to affordable housing therefore remains one of the borough's biggest challenges. The 2011 North London Strategic Housing Market Assessment (SHMA)²² identified an affordable housing need of between 54% and 65% of the borough's overall housing delivery target, with the higher figure of 65% being more reflective of the actual level of local need, as it is based on an adjusted London Council Housing Needs Index which removed elements of the index not directly related to housing need, whereas the lower figure is based on an unadjusted index.

²² [https://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Information/Advice-and-information/2012-2013/\(2012-05-11\)-Islington-SHMA.pdf](https://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Information/Advice-and-information/2012-2013/(2012-05-11)-Islington-SHMA.pdf)

6.10 The Council's key priority is to secure a supply of affordable housing that households on the housing waiting list can afford without increasing long-term benefit dependency. This requires striking a balance between ensuring affordability for those in housing need and securing as much new supply as reasonably possible. Given the level of need in the borough, Core Strategy Policy CS12 therefore sets out that the Council will seek the maximum reasonable amount of affordable housing, especially social rented housing, from private and mixed use schemes. For a scheme to be policy compliant, the starting point for negotiations is:

- 50% of units on-site as affordable, with a tenure split of
 - 70% social rent and
 - 30% intermediate.

6.11 Following the introduction of the Affordable Rent tenure and engagement with the Mayor, the Council has considered how this product could contribute to meeting housing need, and the approach is set out in Appendix 1 of the Islington Development Viability SPD (2016).

6.12 Affordable housing will be provided through planning obligations in accordance with policy CS 12 by:

- requiring that 50% of additional housing to be built in the borough over the plan period should be affordable;
- requiring all sites capable of delivering 10 or more units gross to provide affordable homes on-site. Schemes below this threshold will be required to provide a financial contribution towards affordable housing provision elsewhere in the borough;
- seeking the maximum reasonable amount of affordable housing, especially social rented housing, from private residential and mixed-use schemes over the thresholds set above, taking account of the overall borough wide strategic target (it is expected that many sites will deliver at least 50% of units as affordable, subject to a financial viability assessment, the availability of public subsidy and individual circumstances on the site); and
- delivering an affordable housing tenure split of 70% social housing and 30% intermediate housing.

6.13 The impact of the Core Strategy requirements for the provision of affordable housing, together with the cumulative impact of the Council's other adopted and emerging requirements, have been tested in evidence considered as part of the public examination of the council's policies (in line with NPPF paragraph 173).

6.14 All sites capable of delivering 10 or more units are required to provide affordable homes on-site (CS 12, in line with NPPF paragraph 50):

Formula – Affordable housing on-site provision

All sites capable of delivering 10 or more residential units are required to provide affordable homes on site:

- maximum reasonable, taking account of the 50% borough-wide strategic target, the availability of public subsidy and individual circumstances on site
- with a tenure mix of 70% social rented housing and 30% intermediate housing

6.15 Smaller sites provide a financial contribution towards affordable housing provision elsewhere in the borough (CS 12 and Islington’s Affordable Housing Small Sites SPD):

Formula – Affordable housing small sites contribution

Sites capable of delivering fewer than 10 units are required to provide a financial contribution on net additional units, of:

- £50,000 per unit in the north and middle parts of the borough, and
- £60,000 for sites south of Pentonville Road/City Road.

6.16 These amounts were tested in a viability study which informed the Affordable Housing Small Sites SPD and also in viability evidence considered as a part of the Islington CIL Examination. The level of contribution is also subject to viability assessment on individual developments. Applicants can submit a viability appraisal in line with the Islington Development Viability SPD if they believe the payment would render the development unviable. Exemptions include self-build for occupation, for which planning conditions and a legal agreement will be used to defer payment until any eventual sale.

Accessible parking & transport (standard obligation)

POLICY SIGNPOST	NPPF Paragraph 35 & 39	LONDON PLAN Policy 3.8, 6.13 & 7.2	CORE STRATEGY CS 10, CS 12 & CS 14	DEVELOPMENT MANAGEMENT POLICIES DM8.5
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6.17 Inclusive environments derive from an understanding of the needs of our increasingly diverse communities and the need to adapt to their different and evolving demands. Truly inclusive environments are functional, easily adaptable, and consider the design and management of the environment to be inextricably linked.

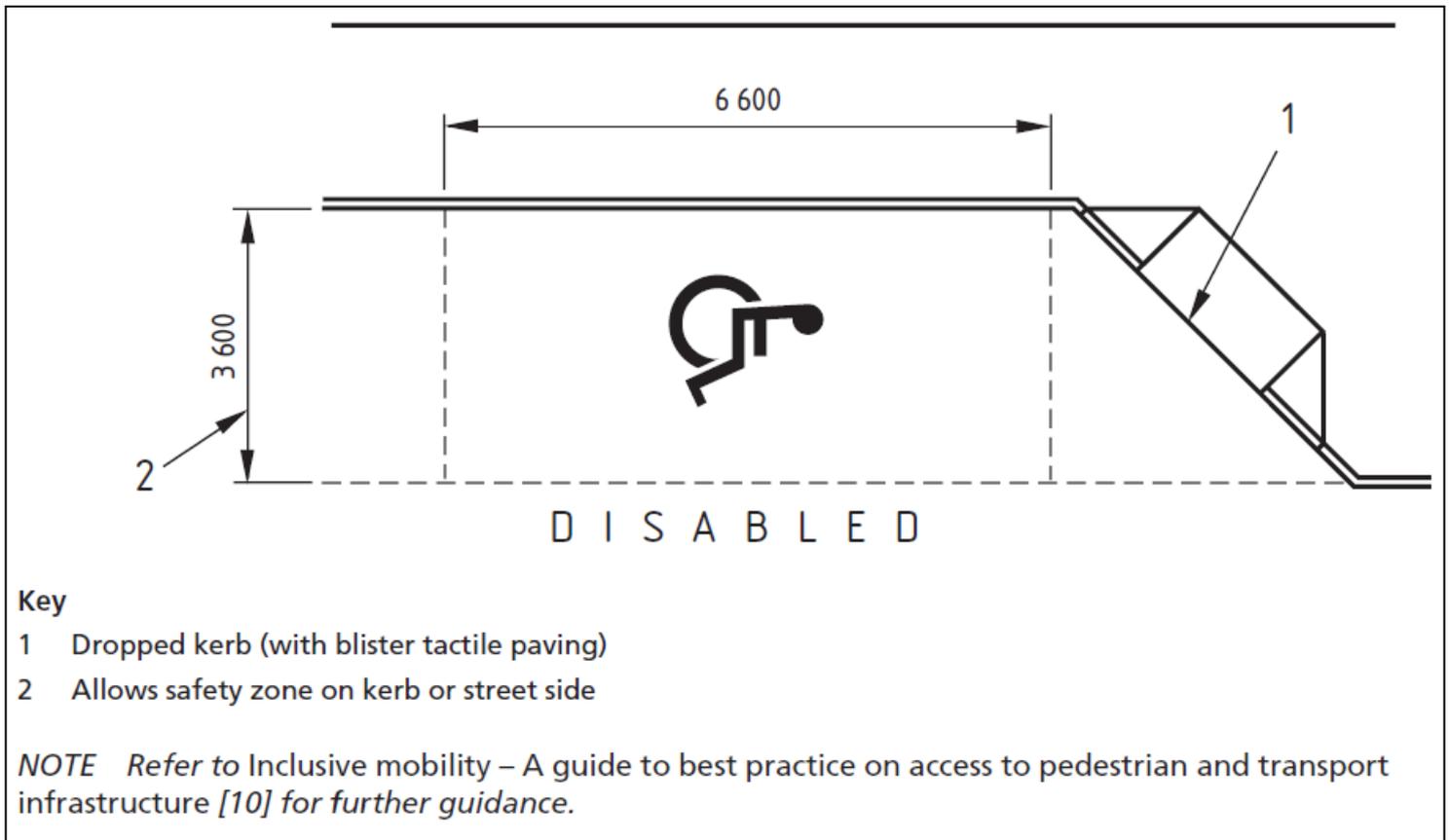
6.18 All developments should be located and designed where practical to consider the needs of all people, including those with disabilities (NPPF 35). When setting local parking standards for developments, local authorities should take into account the accessibility of the development and the availability of and opportunities for using public transport (NPPF 39).

6.19 London Plan Policy 7.2 ‘An Inclusive Environment’ requires that the physical environment can meet the highest standards of accessibility and inclusion and that the principles of inclusive design are adopted at the earliest stages of the development process. This means considering inclusive design aspects at the stage of drawing up masterplans, area planning frameworks and development briefs. In accordance with this, the Council requires that adequate parking provision is made for disabled people, in connection with new development.

6.20 The dimensions for these spaces should be as follows:

- designated on-street bays (for parallel parking) should be 6.6m long and 3.6m wide and located within 150m of the development (see figure 6.2). It must also be demonstrated that the location is safe and the bay deliverable.

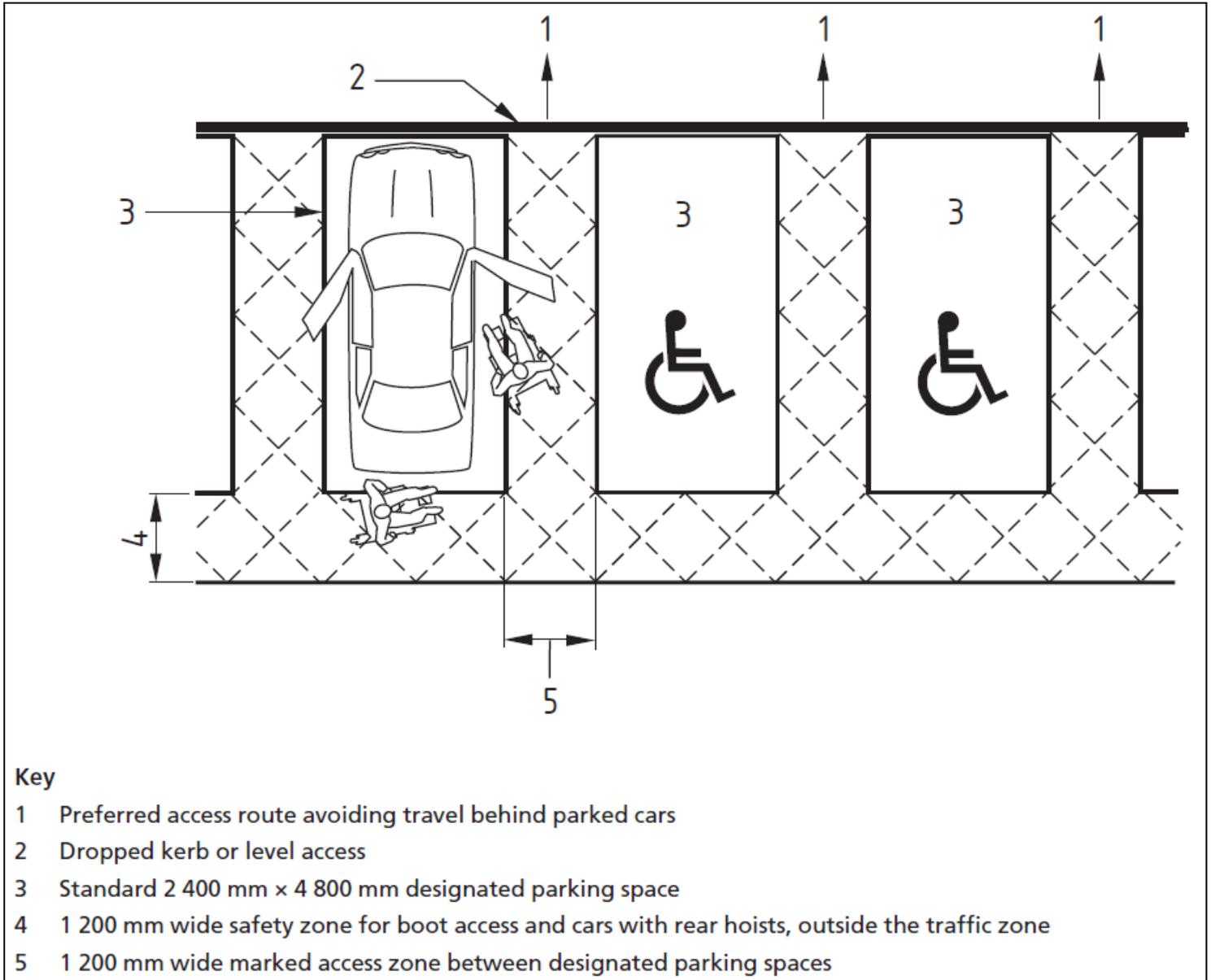
Figure 6-3 Example of a designated on-street parking bay (dimensions in millimetres)



Source: BS8300:2009

- designated accessible bays within car parks (where bays are at right angles to the carriageway) should be 2.4m wide by 4.8m long with a zone 1.2m wide, provided between designated spaces and at the rear outside the traffic zone, to enable a disabled driver or passenger to get in or out of a vehicle and access the boot safely (see figure 6.3).

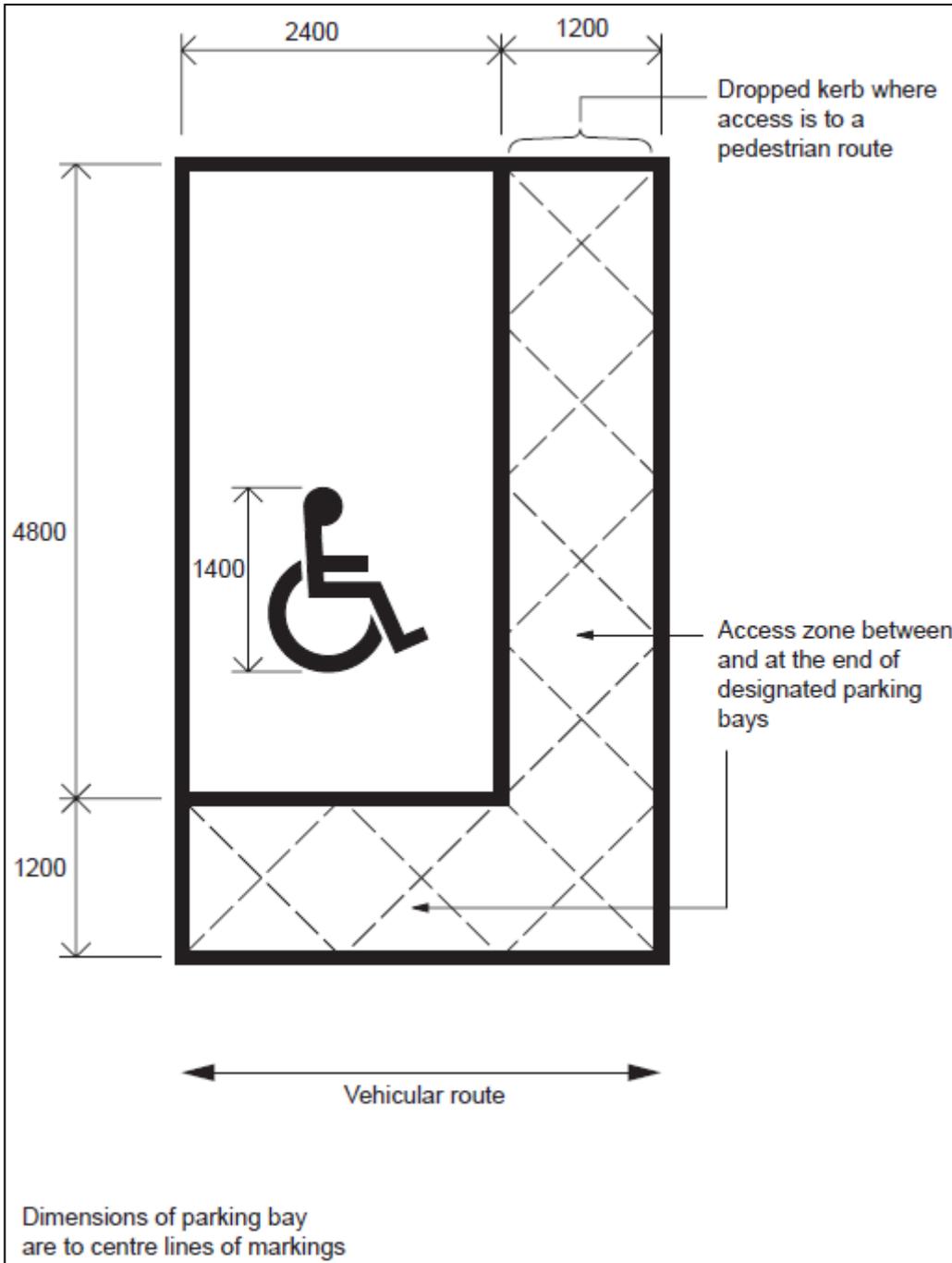
Figure 6-4: Access around designated off-street parking spaces



Source: BS8300:2009

- standard car parking spaces (which are 2.4m by 4.8m) may also be designated for future enlargement (when the need arises) to 3.6m by 6.0m (see figure 6.4)

Figure 6-5: Enlarging a standard car parking space to designate it for disabled people



Source: Approved document to Part M of the Building Regulations

- 6.21 Standards for the provision of parking for Lifetime Homes and wheelchair accessible housing are set out in a separate SPD on Inclusive Design in Islington (February 2014).
- 6.22 Islington requires adequate provisions to be made for accessible parking and transport arrangements to ensure that its car free policy (CS 10) does not disadvantage older or disabled people, children and families, be they residents, workers, students or visitors. 18% of Islington residents are disabled or have a long-term limiting illness (between 16-20% according to Disability Action in Islington).
- 6.23 The Council therefore seeks the provision of one accessible parking bay, wherever possible on street, for every wheelchair accessible home or hotel/hostel room provided (this should be 10% of total units, in accordance with CS 12, CS 14 and the Accessible Housing SPD).
- 6.24 For non-residential developments, one accessible parking bay is required per 33 employees, as on average, 3% of working age adults are disabled drivers with a mobility impairment:
- 15% of working age adults have a disability (Family Resources Survey 2010/11)
 - 34% of disabled people have a mobility impairment (Prevalence of mobility impairment by Government Office Region) and
 - 20% of disabled adults are drivers (Papworth Trust – Disability in the UK 2010).

Formula – Accessible parking provision

Residential development

Number of wheelchair accessible units (10% of all habitable rooms) = number of accessible parking bays required

Hotel and student development

Number of wheelchair units (calculated as 10% of the total bedrooms) = number of accessible parking bays required

Commercial

$\text{Uplift in number of employees} / 33 = \text{number of accessible parking bays required}$

- 6.25 For uses including shopping, recreation, leisure, education, healthcare and worship space, the council will seek accessible parking and / or a contribution towards the provision of alternative accessible transport options to reflect the percentage of disabled users of the development, in addition to the required provision for employees. The council is committed to delivering facilities and services that will meet potential demand based on national, regional and local statistic regarding the prevalence of disability, mobility impairment and cognitive difficulties²³. Further detailed guidance on parking provision for sports facilities can be found in the Sport England publication 'Accessible Sports Facilities 2010'.

²³ See disability information from Census 2011 for further details, e.g. <http://visual.ons.gov.uk/disability-census/>

6.26 Where this provision is not made as part of the development, a contribution toward the cost of provision will be secured to enable the Council to install the accessible parking spaces. The charge for providing an on-street accessible parking bay is £2,000 per bay²⁴.

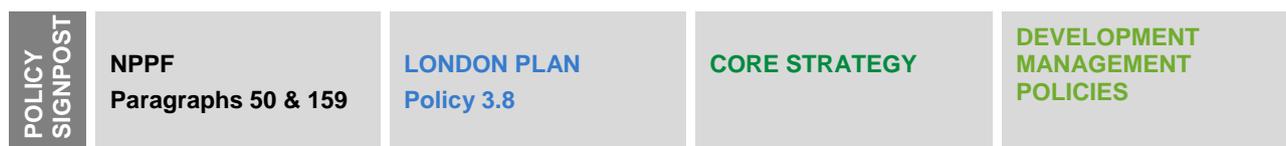
Formula - Accessible parking contribution

Net number of disabled parking bays required (see above) x cost of disabled parking bay provision (£2,000 per bay) = contribution due

6.28 Where it is not possible or acceptable that designated spaces are provided on street (e.g. as a result of opposition to amending the traffic management order), the Council will use the contribution toward the delivery of other accessible transport initiatives to increase the accessibility of the area for people with mobility and sensory impairments.

6.29 Developments may also be required, through planning conditions or obligations, to provide adequate provision for mobility scooter storage and charging, safe drop off, and on occasion concessionary membership of local car clubs. It is also crucial that car-free developments, through their Design and Access Statements and Transport Assessments consider the full range of personal and public transport alternatives and their accessibility.

Marketing wheelchair accessible homes (standard obligation for residential developments only)



6.30 The NPPF requires development plans to

- enable a mix of housing based on current and future demographic trends, taking into account the needs of different groups in the community, including older people and people with disabilities (paragraph 50).
- address the requirement for all types of housing, including that for families with children and older and disabled people, based on an understanding of the housing needs in their area (paragraph 159).

6.31 Since 2004 Islington Council has required, in line with the London Plan, that 100% of new housing is built to ‘Lifetime Homes’ standard, with 10% being fully wheelchair accessible. The National Housing Standard specifies that 90% of new housing will be built to Category 2 (“Building Regulation requirement M4 (2) ‘accessible and adaptable dwellings and 10% to Category 3 (M4 (3) ‘wheelchair user dwellings’). However, research by the GLA has revealed that once planning permission has been granted, little awareness of the accessibility of the homes survives among those marketing them or is passed on to purchasers and the object of the policy is lost.

²⁴ The total cost for a single bay can actually be as much as £7,500 based on the average cost for the council to amend traffic orders, advertise, consult on and implement an accessible on-street parking bay in Islington. We aim to reduce this overall cost by undertaking some or all of these processes (e.g. advertising, issuing traffic orders etc) simultaneously for a number of bays, if possible.

- 6.32 To improve awareness of these accessible units, developments providing wheelchair accessible private or shared ownership units will be required to market them for a minimum period of 6 months before any of the homes, if still unsold, are released onto the open market.
- 6.33 Developers should include prominent information on the design standards met by all units and the specific qualities and capacity of the wheelchair accessible units in their marketing brochures and show rooms, on their websites and any billboards used to advertise the development. Accessible units must be marketed according to these descriptions (i.e. wheelchair accessible units must be identified and advertised as such). After 6 months, developers may can drop this label from their marketing material and revert to describing the unit as they choose. There is no requirement to restrict or target marketing to a specific audience.

Preventing Wasted Housing Supply (standard obligation for residential developments of 20 units or more)

POLICY SIGNPOST	NPPF Paragraph 47	LONDON PLAN	CORE STRATEGY CS12	DEVELOPMENT MANAGEMENT POLICIES
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- 6.34 The Preventing Wasted Housing Supply SPD provides guidance on how the council will ensure new residential development in Islington will contribute to meeting housing need. This will ensure that such development will meet the objectives of Core Strategy policy CS12, parts B and C, and NPPF paragraph 47.
- 6.35 The SPD was introduced in response to the evidence and proxy indicators which suggest that a meaningful number of new residential dwellings in the borough were purchased but not occupied, either by their owner or tenants, and thus do not contribute to meeting housing need. As Islington is the most densely populated local authority area in the country, land for all forms of development is scarce. Therefore it is necessary to ensure that supply which does come forward is not wasted.
- 6.36 The SPD applies to developments that provide 20 or more additional residential dwellings. It requires developers to enter into a S106 agreement, binding on subsequent owners of each dwelling. The obligations are set out in paragraph 6.10 of the SPD:
- 6.10.1: Dwellings shall be fully furnished and equipped for use as a home.
 - 6.10.2: Dwellings shall not be left unoccupied or unused as a dwelling house for any continuous period of 3 consecutive months or more.
 - 6.10.3: In any period of 3 consecutive months the dwelling shall be occupied for at least 14 days.
 - 6.10.4: The owner shall provide reasonable evidence of the above on request from the council.
 - 6.10.5: The freehold owner and/or head leasehold owner shall include the obligations at 6.10.1- 6.10.4 in any lease / sublease of an individual dwelling.
 - 6.10.6: The freehold owner and/or head leasehold owner shall include details of the obligations in 6.10.1 – 6.10.4 in any sales or marketing material.

- 6.10.7: The freehold owner and/ or head leasehold owner shall provide the council on request with such information as it shall reasonably require in respect of the obligations at 6.10.1 – 6.10.6.

6.37 Paragraph 6.11 of the SPD sets out evidence that the council will consider suitable to demonstrate compliance if required.

6.38 If the council requests evidence of compliance and does not receive it, if expedient the council will seek to obtain an injunction to enforce compliance.

6.39 The SPD was adopted in July 2015 and can be viewed at:
http://www.islington.gov.uk/services/planning/planningpol/pol_supplement/Pages/prevent-wasted-housing.aspx?extra=23

Student bursaries (student housing developments only)

POLICY SIGNPOST	NPPF	LONDON PLAN	CORE STRATEGY CS 12	DEVELOPMENT MANAGEMENT POLICIES DM3.9
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6.40 One of the ways in which the Council tackles deprivation, worklessness and social exclusion, in the context of the borough’s high levels of inequality, is by widening the access to education. To this end, bursaries are provided to Islington students leaving care or facing other hardship who are attending institutions of higher and further education.

6.41 Developers of purpose-built student accommodation are required by Core Strategy Policy CS 12 (see also DM3.9 and the SPD on Student Accommodation Contributions for Bursaries) to provide a financial contribution towards these bursaries through an annual payment.

Formula – Student bursaries

All purpose-built student accommodation developments are required to provide a financial contribution towards student bursaries, equal to:

2.4% of the total annual rental income from a development of student accommodation for thirty years.

6.42 The aim is to mitigate the impact of the high cost of rent in such student developments, which presents a real barrier to Islington’s most deprived young people accessing education and realising their potential. Funds will be distributed to eligible students according to the terms of the S106 agreement and Core Strategy policy CS 12 part J.

Mixed use development in the Central Activities Zone

POLICY SIGNPOST	NPPF Paragraph 38 & 58	LONDON PLAN Policy 4.3	CORE STRATEGY CS 8 & CS 12	DEVELOPMENT MANAGEMENT POLICIES DM2.1 & DM5.1
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6.43 One of the aims set out in the NPPF is to ensure that developments optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses and support local facilities and transport networks (NPPF 58). It is important to ensure that a range of needs can be met through a new development. For larger scale residential

developments in particular, planning policies should promote a mix of uses in order to provide opportunities to undertake day-to-day activities including work on site. Journey lengths should be minimised where possible (NPPF 37). Where practical, particularly within large-scale developments, key facilities such as primary schools and local shops should be located within walking distance of most properties (NPPF 38).

- 6.44 Islington has a distinct character with small and large clusters of mixed uses throughout the borough, which the Council wants to protect (CS 8) while also meeting the high demand for housing, and especially affordable housing (CS 12).
- 6.45 Mixed use development contributes to the vitality, safety and sustainability of an area, as a mix of uses can:
- Intensify use of a site, encouraging a lower land take,
 - Encourage occupation of the site at all times throughout the day, creating continued natural surveillance, and
 - Reduce distances between homes, employments spaces and services, promoting walking and cycling.
- 6.46 London Plan Policy 4.3 states that within the CAZ, increases in office floorspace should provide for a mix of uses including housing, unless such a mix would demonstrably conflict with other policies in the plan (see figure 5.1 for CAZ boundary). In such cases, developments should provide a contribution towards offsite housing delivery (see London Plan Policy 4.3 and accompanying text for more details).
- 6.47 Islington's DM Policies therefore require that development proposals sustain and reinforce a variety and mix of uses (DM2.1).
- 6.48 Where housing comprises less than 20% of the total net increase in office floorspace of a major development in the CAZ, the Council will seek an equivalent contribution for the provision of housing off-site (DM5.1).
- 6.49 This requirement is founded on consideration of previous sites and will be calculated:
- based on the number of residential units that could reasonably be accommodated on site; and
 - having regard to the average size of housing units in Islington.
- 6.50 The following formula sets out the approach for assessing the level of required affordable housing contribution:

Formula - Provision of a mix of uses in CAZ office proposals and off-site contribution

Increase in **office floorspace** (sq m) x 20% - uplift in **residential floorspace** / average **residential** unit size (75 sq m gross internal area) = number of additional housing units that could be achieved.

Contribution due = number of additional housing units that could be achieved (see above) x £50,000 (for sites in the north and middle parts of the borough) or x £60,000 (for sites south of Pentonville Road/City Road) in line with the Council's Small Sites Affordable Housing Policy (see Chapter 6)

6.51 The average unit size of residential developments in Islington, based on an average of minimum residential space standards as set out in local policy is 75 sq. m GIA (gross internal area, taking account of internal walls, lift lobbies etc).

Community Access Plans and other management or operational plans

POLICY SIGNPOST	NPPF	LONDON PLAN Policy 4.5, 5.12, 5.18, 6.3	CORE STRATEGY	DEVELOPMENT MANAGEMENT POLICIES DM6.4, DM8.2, DM8.6 & DM9.2
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6.52 The purpose of a management or operational plan is to set out arrangements for

- how, after a development is built and occupied, a provision made as part of a development will be managed, accessed or used and
- how arrangements agreed as part of a planning permission will be upheld and continued.

6.53 This is to ensure that the original purpose of a provision or arrangement made during the planning process of a development is preserved. Management plans covering different provisions and arrangements can either be prepared and provided separately or in one overarching management plan for ease of reference.

6.54 Management and operation plans are most commonly required through planning obligations either in relation to

- community access and/or management of open space, community facilities, play space or other publically accessible provisions made as part of a development, or
- construction, delivery and/or servicing of a development.

6.55 Community access and management plans are required where a publically accessible facility is included as part of a development. This will have to be

- formulated in consultation with local residents and
- submitted to and approved in writing by the Council, prior to the occupation of the development.

6.56 The access and management plan should set out the following arrangements (including details and justifications where necessary, such as on pricing / access):

- Arrangements for ongoing consultation with residents and other local stakeholders (should normally include at least one public meeting per annum following the occupation of the new development)
- Date by which the facility has to / is allowed to be completed, opened or made available to the public (usually upon occupation of the development)
- Proposed arrangements for liaison between the facility, the development, residents and/or the Council
- Times at which the facility will be open to the public if there is a gate or door which can prevent public access
- Arrangements for times when the facility is closed
- Other community access arrangements (e.g. location of entrances etc)
- Pricing policy (e.g. rents at which a community meeting room which can be hired is made available)
- How and by whom a facility will be managed (including making arrangements for cleaning, hiring etc)
- Where (on what websites, publications etc, eg. Council and Voluntary Action Islington website) and how a facility will be advertised (e.g. length of advertisement period)
- How it is anticipated that a facility will be occupied (e.g. target local community groups) and what types of activities will be likely to take place (including implications for noise, transport etc)
- How a facility will complement existing services or activity in the locality
- How a facility will be staffed (on-site / off-site, by whom, at what times etc)
- Arrangements for how any changes in the above arrangements will be managed and
- Arrangements for the regular review of the plan at certain intervals (usually 6 months, 3 years, 5 years and 7 years after inception).

6.57 There should be some flexibility provided within the plan to allow for changes to be made to it in response to the plan reviews and consultation arrangements mentioned above, to ensure that it continues to be delivered against agreed provisions.

6.58 Management plans relating to construction logistics, delivery or servicing may be required for developments where there may be an impact on roads, to demonstrate how any potential impacts will be mitigated. These plans should be secured in line with TfL guidance on freight²⁵ and be co-ordinated with travel plans. Details discussed could include:

- delivery hours;

²⁵ <https://tfl.gov.uk/corporate/publications-and-reports/freight>

- delivery frequency;
- service bay location;
- service bay operation (including swept path analysis), and
- type / size of servicing vehicles.

6.59 For major developments, delivery and servicing plans should contain details for refuse and recycling, indicating locations for collection vehicles to wait and locations of refuse and recycling bin stores. Applications for larger residential developments must demonstrate that delivery and servicing would not impact negatively on refuse collection arrangements.

6.60 Other types of management and operation plans not related to community access or management of a publicly accessible facility can cover:

- restrictions on the use of land
- waste
- flood management
- accessibility and inclusion or
- student housing.

6.61 Student Accommodation Plans are required to demonstrate that a student accommodation development will not give rise to any significant adverse amenity impacts on the surrounding neighbourhood and to ensure that the development is subject to an appropriate site management and maintenance plan.

Other community obligations

6.61 Beside the more common, above mentioned types of community obligations, other areas for which contributions or provisions may be required, depending on the nature of the individual proposal, could relate to community safety, health impact assessments or public art.

6.62 Planning obligations relating to **community safety** can be sought to implement measures which can help to minimise potential crime and the fear of crime. This could be achieved with the help of direct, physical measures, such as improved street lighting or streetscape works which design out crime. Alternatively, community safety could be improved with the help of more indirect measures to improve community cohesion and integration, such as planning decisions around landscape and streetscape. Improved community cohesion helps to reduce some crimes such as hate crimes, graffiti and criminal damage.

6.63 Islington has one of the highest crime rates in the country, although this has been reducing in recent years²⁶. The rate of crime in Islington is affected by a number of factors including high population density, a large transient population and high number of visitors, a thriving night time economy, high levels of deprivation and social polarisation, and concentration of transport hubs. As the population and densities in the borough increase with new developments, there is potential for the number of crimes to increase with, for example, more

²⁶ <http://www.islington.gov.uk/services/policing-safety/crime/Pages/default.aspx>

competition over the use of space and new residents and visitors coming into the borough without knowledge of the local area being more at risk of becoming victims of crime.

- 6.64 The impacts on the health and wellbeing of communities of major development proposals must be assessed through a **Health Impact Assessment** (see London Plan Policy 3.2, CS 19). DM 6.1 states that this will be required for large developments of over 200 units, or 10,000m² and developments where potential health issues are identified. The purpose of such an assessment is to promote health, reduce health inequalities and mitigate any identified impacts of the development on the wider determinants of health. These assessments can be required through planning obligations. Camden and Islington's Public Health Annual Report 2013/14 "Widening the focus: tackling health inequalities in Camden and Islington" provides useful information on health inequalities, their relationship to housing, employment etc and what can be done to improve these²⁷.
- 6.65 Islington Council may seek the provision of **public art** as a part of new development where this can be appropriately provided, in accordance with London Plan Policy 7.5, stating that opportunities for the integration of high quality public art into the public realm should be considered when making planning decisions.
- 6.66 Art provided as part of a development should
- be accessible to the public,
 - be integrated within public open space where this is being provided (using features such as decorative lighting, water features or paving),
 - be discussed with the Council's Arts Officer at an early stage, before subsequent submission to the Council for approval, and
 - where possible, involve artists, local residents and other groups at an early stage in the design process.
- 6.67 Provision of art on construction hoardings is also strongly encouraged. It provides visual interest, softens the impact of a development site on the local area, deters fly-posting and presents a further opportunity to engage with the community, young people and involve local artists.

²⁷ [http://www.islington.gov.uk/publicrecords/library/Public-health/Quality-and-performance/Reporting/2014-2015/\(2014-05-29\)-Widening-the-Focus-tackling-health-inequalities-in-Camden-and-Islington.pdf](http://www.islington.gov.uk/publicrecords/library/Public-health/Quality-and-performance/Reporting/2014-2015/(2014-05-29)-Widening-the-Focus-tackling-health-inequalities-in-Camden-and-Islington.pdf)

7.0 Environment obligations

- 7.1 Increases in population mean higher levels of consumption of energy, transport, water and a variety of other resources and services. As Islington becomes an increasingly densely populated area, it is crucial that new development should be designed and built so that positive effects on people's quality of life and the local environment are maximised and negative environmental impacts are minimised or avoided through careful design and management.
- 7.2 Climate change and air pollution creates additional challenges over time, some effects of which are still uncertain. Development has to not only try to prevent negative environmental effects but also be adaptable over time to a range of possible effects of climate change, which can include flooding, overheating, water and waste issues and effects on local biodiversity. As emissions of CO₂ and local air pollutants are usually from the same sources, policies to manage these sources must consider both sets of emissions. Climate change will make air quality problems worse, as hotter drier summers will lead to pollution episodes. By integrating air quality and climate change policies the short-term benefits to local pollution will be felt in addition to long-term benefits to the climate.
- 7.3 The environmental role of planning for sustainable development, as set out in the NPPF (Paragraph 7) is to contribute to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.
- 7.4 Obligations and charges can be sought in relation to the following:
- Construction practice (standard obligation)
 - Highways and footways reinstatement (standard obligation)
 - Carbon offsetting (standard obligation on all major schemes and on minor residential)
 - Decentralised energy (standard obligation)
 - Removal of eligibility for residents' parking permits (standard obligation on additional residential units)
 - Green Performance Plans (standard obligation)
 - Travel Plans
 - Other environment obligations (e.g. conservation of buildings or places of historic or architectural interest)

Construction practice (standard obligation)

POLICY SIGNPOST	NPPF	LONDON PLAN Policy 5.3& 5.18	CORE STRATEGY CS 10	DEVELOPMENT MANAGEMENT POLICIES DM7.4
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- 7.5 The Islington Core Strategy requires every development to take all possible measures to minimise negative impacts of construction on the environment (Policy CS 10). To this end all developments are required to comply with Islington's Code of Practice for Construction Sites (DM7.4), available at: [http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Information/Leaflets/2006-2007/\(2006-09-21\)-Code-of-Practice-for-Construction-Sites.pdf](http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Information/Leaflets/2006-2007/(2006-09-21)-Code-of-Practice-for-Construction-Sites.pdf)
- 7.6 This specifies construction practice standards and measures which should be put in place to address the potential effects of construction, including air pollution, noise and vibration, traffic congestion, dust, contamination of land and water and waste disposal. The code is applicable to both demolition and construction and its compliance may be conditioned. The code also includes requirements regarding liaison with the community.
- 7.7 Development proposals should demonstrate that sustainable design standards are integral to the proposal, including its construction and operation (see London Plan Policy 5.3 and the Mayor's Sustainable Design and Construction Supplementary Planning Guidance²⁸).
- 7.8 Further related guidance can be found in the GLA and London Councils 'The control of dust and emissions from construction and demolition'²⁹. The London Plan promotes sustainable design and construction to reduce emissions from the demolition and construction of buildings following best practice guidance contained in this document (see London Plan Policy 7.14) and encourages the sustainable management, reuse, recycling and removal of construction, excavation and demolition waste (Policy 5.18).
- 7.9 Other construction related requirements may be addressed through planning conditions. This could include the submission of a site-specific response document to the Code of Construction Practice (for example providing a construction management plan, applying the requirements of the Code, taking into account the relevant environmental issues of the site etc).
- 7.10 The Council incurs costs in the monitoring of construction practice and liaison with developers and the community, which should be met by the developer. The level of monitoring required will depend on a number of factors such as:
- the size of development,
 - the length of project,
 - whether demolition is involved,
 - the form of construction practices used and associated level of noise generated,

²⁸ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/supplementary-planning-guidance/sustainable-design-and%20>

²⁹ <https://www.london.gov.uk/what-we-do/planning/implementing-london-plan/supplementary-planning-guidance/control-dust-and>

- times of operation³⁰ and
- proximity to other properties.

7.11 Indicative costs are set out below based on experience of monitoring construction impacts.

Formula - Construction Practice Monitoring Costs

£100 per residential unit and per 100 sq m commercial floorspace (additional and/or replacement).

£50 per student housing, hotel and hostel bedroom³¹.

7.12 In the case of non-compliance with the code, where for example unreasonable levels of dirt are brought onto the public highway by construction vehicles, the developer will be subject to non-compliance measures (including a charge) to address the issues that have arisen.

7.13 Additional obligations may also be sought where there are likely to be significant construction impacts or where a specific need is identified, for instance in relation to the following:

- The costs of any necessary modification, removal or replacement traffic calming, to avoid damage/ reduce noise and vibration (to be met by the applicant);
- Building condition surveys and structural surveys of properties to be carried out where these may be affected by construction activity or vibrations from construction traffic;
- Work practices including haulage routes to be amended as necessary and the costs of any damage (to be met by the applicant); and
- Mitigation measures for the loss of or interference to radio/ television signals (to be put in place at the applicant's expense).

Highways and footways reinstatement (standard obligation)

POLICY SIGNPOST	NPPF	LONDON PLAN	CORE STRATEGY CS 18	DEVELOPMENT MANAGEMENT POLICIES DM9.2
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7.14 The condition of highways and footways around a development make a significant contribution to the appearance and feel of the development. These are however often damaged as a result of the construction process. By funding the replacement of agreed areas of the highway around the development, reinstatement works can be completed in conjunction with the development to ensure that the required standards and appearance of the site are maintained.

7.15 The Council will therefore secure an agreement with the developer to ensure that all highways and footways shall be reinstated to the satisfaction of the Council after the

³⁰ The Council has standard noisy working hours that all sites have to adhere to as their maximum time period of operation, but some sites may be active for only certain times of the day.

³¹ Costs based on the resources required for monitoring construction impacts in previous developments in Islington.

completion of the development. This will be secured via the submission and approval of Schedules of Condition and a financial contribution to pay for the full cost of the Council's reinstatement works (in line with DM9.2 and CS 18). A Highways Agreement may be used to carry out highways reinstatement works.

7.16 The financial contribution to be paid by the developer will cover the cost of

- reinstatement works,
- related utility works,
- any damage to or relocation of street furniture and
- the removal of redundant crossovers.

7.17 Condition surveys will need to be submitted to and agreed by the Council before and after construction of the development. These will be used to assess the damage that has occurred as a result of the development and will allow LBI Highways to determine the extent and costs of reinstatement works required. The developer will be required to pay a deposit to cover the cost of the estimated reinstatement works. If this exceeds the cost of the works as finally determined, the balance will be refunded to the developer. Conversely, where it is insufficient to meet these then the developer will be required to pay the amount of the shortfall to the Council.

7.18 Condition surveys should assess the following

- Line and level of footways and carriageway
- Condition of surfacing
- Condition of access covers
- Condition of street furniture (including lighting)
- Condition of gullies, connections, channels and kerbs
- All gullies in footway and carriageway to be checked for blockages and to remain free flowing
- Redundant crossovers
- Barriers to access and
- Other relevant issues particular to the site.

7.19 Where Transport for London (rather than the Council) is the relevant highway authority then the developer will be required, prior to commencement of development, to enter into an agreement with TfL providing for reinstatement of highways and footways.

7.20 Any further works to the public highway or related works necessary to enable a development to take place (e.g. alterations of access to a site) that are not already covered through the Transport and Public Realm contribution will need to be agreed by the Council (or Transport for London/ neighbouring authorities where appropriate) and the costs of such works will also be payable by the applicant.

7.21 Works to the Public Highway with regard to a development will be undertaken by the relevant Highway Authority (the Council, Transport for London or the neighbouring authority where appropriate) as set out in Section 278 of the Highways Act (1980). However, under exceptional circumstances and where agreed by the Highway Authority, an applicant may enter into an agreement with the Highway Authority to undertake works on the Public Highway.

7.22 Where a new road is being built by the developer it may be necessary to enter into agreement with the Highway Authority as detailed in Section 38 of the Highways Act 1980, including providing a commuted sum, to enable this to become adopted Highway.

Carbon offsetting (standard obligation on all major schemes and on minor residential)

POLICY SIGNPOST	NPPF Paragraph 17, 95 & 97	LONDON PLAN Policy 5.1	CORE STRATEGY CS 10	DEVELOPMENT MANAGEMENT POLICIES DM7.1 & DM7.2
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7.23 One of the NPPFs core planning principles is to support the transition to a low carbon future in a changing climate, taking full account of flood risk, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy) (paragraph 17).

7.24 To support the move to a low carbon future, the NPPF states that local planning authorities should:

- plan for new development in locations and ways which reduce greenhouse gas emissions;
- actively support energy efficiency improvements to existing buildings; and
- when setting any local requirement for a building’s sustainability, do so in a way consistent with the Government’s zero carbon buildings policy and adopt nationally described standards (NPPF 95)

7.25 The Mayor of London seeks to achieve an overall reduction in London’s carbon dioxide emissions of 60 per cent (below 1990 levels) by 2025 and expects boroughs to help meet this target. Development proposals should make the fullest contribution to minimising emissions in accordance with targets for minimum improvements (see London Plan Policy 5.1), which are designed to lead to zero carbon residential buildings from 2016 and zero carbon non-domestic buildings from 2019.

7.26 Policy CS 10 states that the Council will seek to minimise Islington’s contribution to climate change and ensure that the borough develops in a way which respects environmental limits and improves quality of life. It will do this by:

- requiring all development to demonstrate that it has minimised on-site carbon dioxide (CO₂) emissions and
- requiring all minor residential and all major development to offset all remaining CO₂ emissions associated with the building through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock.

7.27 The Environmental Design SPD and Development Management policies provide guidance on design and construction methods to help achieve this aim. All developments in Islington are required to achieve best practice energy efficiency standards, in terms of design and specification (DM7.2).

7.28 All remaining emissions not dealt with by on-site measures will be offset in line with CS 10 and DM7.2. Developers are required to meet full offsetting costs, unless it can be demonstrated that this is not feasible, in which case the maximum feasible payment for offsetting will be required. Further details are provided in the Environmental Design SPD. The Council will apply the Environmental Design SPD in favour of DM7.2 to the extent that carbon offsetting will not be required for non-residential minor development.

7.29 A contribution towards offsetting any projected residual carbon emissions of the development will be calculated as follows:

Formula – Carbon offsetting

After minimising CO₂ emissions onsite (regulated for minor new build residential developments, regulated and unregulated for major development³²), all remaining emissions will incur a charge, which is calculated as follows:

For all major developments (10 residential units / 1000sqm of commercial floorspace and above) it is based on an established price per tonne of CO₂ for Islington (currently set at £920); the amount of CO₂ to be offset and the resulting financial contribution shall be specified in the submitted Energy Statement.

For minor new-build residential developments (1 to 9 units) the cost of the offset contribution is a flat fee based on the development type:

- Houses - £1500 per house
- Flats - £1000 per flat

7.30 The submitted Energy Statement is required to use building modelling software to calculate the baseline total CO₂ emissions for a part L 2006 or 2010 compliant scheme. The Energy Statement will then demonstrate how the CO₂ emissions for the scheme have been further reduced through energy efficient fabric and services and the inclusion of any renewable technologies. Once this reduction is subtracted the resulting measure will be the remaining total CO₂ emissions, which need to be offset.

7.31 The contribution towards offsetting projected residual carbon emissions is spent on measures which reduce carbon emissions from the existing building stock, such as energy efficiency improvements to social and private housing. The spending of carbon offset payments and the monitoring of carbon savings delivered will be managed by the Council.

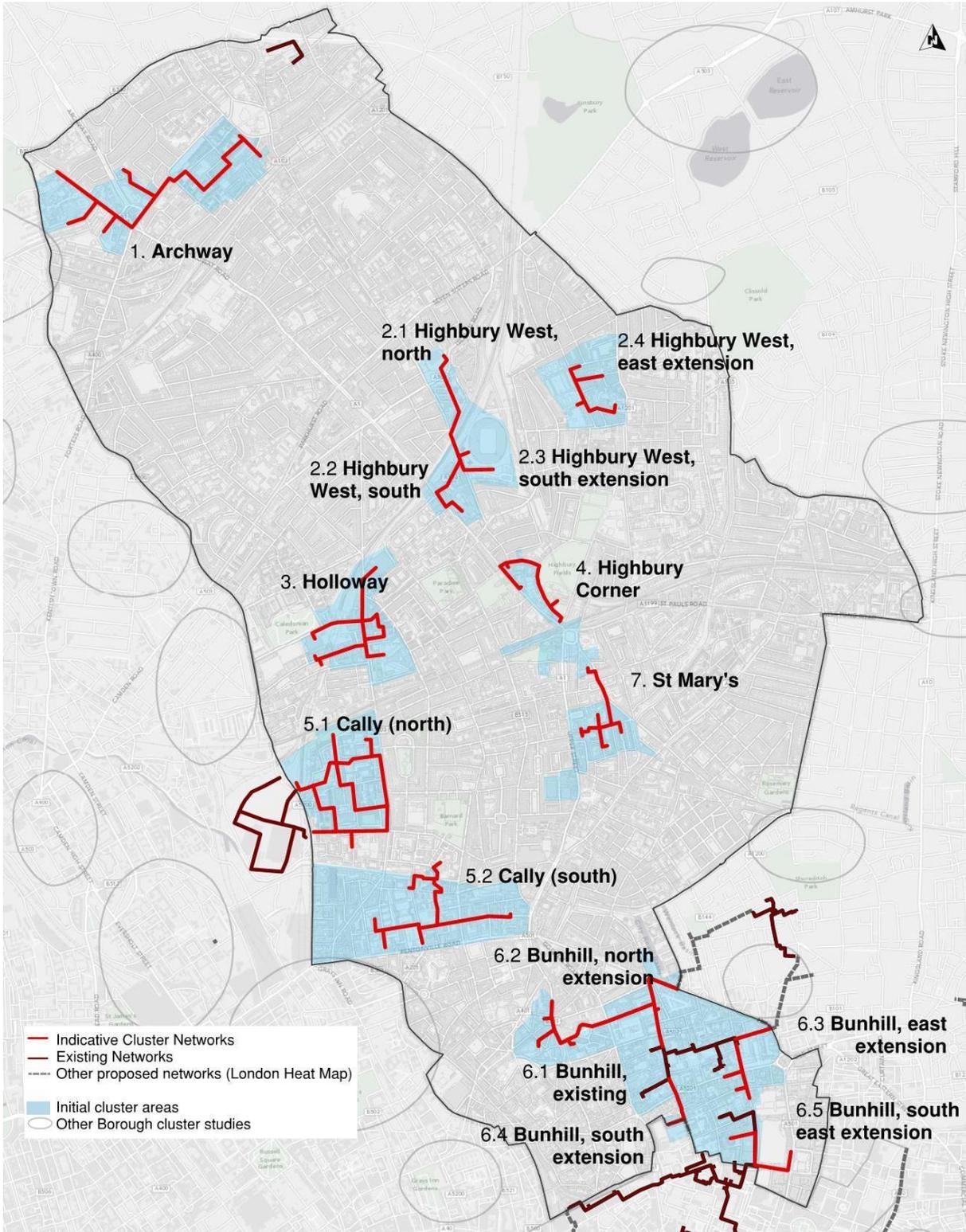
Decentralised energy (standard obligation)

POLICY SIGNPOST	NPPF Paragraph 97	LONDON PLAN Policy 5.2 & 5.6	CORE STRATEGY CS 10	DEVELOPMENT MANAGEMENT POLICIES DM7.3
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³² Regulated emissions are those controlled by Part L of Building Regulations. Unregulated emissions are those not controlled by Part L of the Building Regulations, for example, plug loads.

- 7.32 One of the ways in which carbon emission reductions can be achieved is to identify and realise opportunities for developments to draw their energy supply from decentralised, renewable or low carbon energy supply systems and for potential heat customers and suppliers to be co-located (NPPF 97).
- 7.33 Major development proposals should include a detailed Energy Statement to demonstrate how the targets for carbon dioxide emissions reduction are to be met, which should include information on proposals to further reduce carbon dioxide emissions through the use of decentralised energy where feasible, such as district heating and cooling and combined heat and power (London Plan 5.2).
- 7.34 Policy 5.6 of the London Plan requires major developments to select energy systems in accordance with the following hierarchy:
- i. connection to existing heating or cooling networks;
 - ii. site wide CHP network;
 - iii. communal heating and cooling.
- 7.35 Islington Council will promote zero carbon development by working with partners to promote and develop decentralised energy networks (DENs), with a particular focus on areas of the borough with the greatest potential for such networks (see figure 7.1).
- 7.36 All development will be required to contribute to the development of these DENs, including by connecting to networks where these exist in their vicinity (CS 10) unless it is demonstrated that this is either not feasible or not viable. In the case of minor development, whether or not a development will be required to assess the viability of a connection is decided by the location of the development.
- 7.37 The requirements for connection to DENs are as follows (DM7.3):
- Major Developments are required to be designed to be able to connect to a DEN and, unless a feasibility assessment demonstrates this this is not reasonably possible,
 - if located within 500 metres of an existing DEN, will be required to connect and meet associated charges,
 - if located within 500 metres of a planned future DEN (likely to be operational within 3 years of planning permission), will be required to provide a means to connect and meet associated charges,
 - if connection is possible, are required to detail a preferred energy strategy and an alternative energy strategy within their Energy Statements, and
 - if connection is not possible, should develop and/or connect to a Shared Heating Network (developers will be obliged to look at the neighbouring buildings to assess the applicability of expanding a site wide communal energy network beyond the site to the local neighbourhood)
 - Minor developments located within 100 metres of an existing DEN, unless it can be demonstrated that this is not reasonably possible, will be required to be designed to be able to connect to a DEN.
- 7.38 Figure 7.1 shows existing and proposed locations for Decentralised Energy Networks in the borough. Further detail on the existing and future networks can be found at <http://www.islington.gov.uk/services/environment/sustainability/energy-services/Pages/decentralised-energy.aspx>

Figure 7-1: Decentralised Energy Network map



Source: Islington Borough Energy Mapping, Buro Happold (2014)

Removal of eligibility for residents' parking permits (standard obligation on additional residential units)

POLICY SIGNPOST	NPPF Paragraphs 29-30, 39	LONDON PLAN Policy 6.13	CORE STRATEGY CS 10	DEVELOPMENT MANAGEMENT POLICIES DM8.5
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- 7.39 Islington has high levels of public transport accessibility and low levels of car ownership by national standards. However, as it is such a densely populated area, the rate of resident-owned vehicles per hectare is the third highest in London and the UK (see Islington's Development Management Topic Paper on the subject of transport³³). As a result, congestion and pollution levels are high.
- 7.40 Islington wants to encourage sustainable transport choices through new development, to minimise Islington's contribution to climate change and ensure that the borough develops in a way that respects environmental limits and improves quality of life. Therefore, as stated in DM8.5, all additional homes are required to be car free in line with Core Strategy Policy CS 10. Unless exceptional circumstances can be demonstrated, no parking permits will be issued to occupiers of these new homes and no provision for vehicle parking or waiting will be allowed for new homes, except for essential drop-off and wheelchair-accessible parking.
- 7.41 Owners must notify prospective purchasers and tenants of the car-free status of a property prior to entering into a contract to sell or rent the property.
- 7.42 The car-free status of new residential units can be formalised either as part of a legal agreement or via planning conditions.

Green Performance Plans (standard obligation)

POLICY SIGNPOST	NPPF Paragraphs 94 & 95	LONDON PLAN Policy 5.3	CORE STRATEGY CS 10	DEVELOPMENT MANAGEMENT POLICIES DM7.1
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- 7.43 The NPPF requires the move towards a low carbon future, and adoption of proactive strategies to mitigate and adapt to climate change (paragraphs 94 & 95).
- 7.44 Surveys of completed buildings reveal a substantial gap between design expectations and delivered performance, especially with regard to energy performance. To support and promote sustainability through buildings' ongoing operation (CS 10), Islington Council requires all major developments to provide a Green Performance Plan (GPP) (DM7.1).
- 7.45 Based on the Travel Plan model, the GPP is a plan for monitoring the performance of a building in use against key sustainability indicators. The requirements for what to cover in the plan are contained within Appendix 3 of the Environmental Design SPD. This includes:
- Measurable performance targets and indicators for the occupied building;

³³ [http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Information/Guidance/2012-2013/\(2012-08-17\)-Topic-Paper-Transport.pdf](http://www.islington.gov.uk/publicrecords/library/Planning-and-building-control/Information/Guidance/2012-2013/(2012-08-17)-Topic-Paper-Transport.pdf)

- Arrangements for management and monitoring of the plan over first two years of occupation;
- Arrangements for addressing performance in the event that the agreed objectives are not met at the end of the two year monitoring period.

7.46 The measurable performance targets and indicators should be based on the commitments made in the Sustainable Design and Construction Statement (including the Energy Statement) submitted as part of the planning application. It is anticipated that monitoring of residential schemes is likely to be more difficult than for non-residential schemes. For this reason, core indicators are set out separately for residential and non-residential schemes, and can be found in Table 8.1 of the Environmental Design SPD.

7.47 The managing and monitoring arrangements will be a key part of the GPP. The developer is required to clearly set out how the ongoing management, monitoring and reporting of the plan will be coordinated. In cases where the end occupier is not known, arrangements for the handover of the GPP to occupiers/managers of the site or another relevant body will also need to be detailed. A monitoring and reporting schedule and outline of approach to monitoring should be set out in the plan, with a minimum monitoring period of two years.

7.48 In the event that the agreed objectives are not met at the end of the nominated monitoring period, the final report will need to analyse and explain the reasons for why targets were missed. The arrangements for addressing performance where objectives are not met will need to be agreed with the Council (and included in the S106 agreement).

7.49 A draft GPP is required to be submitted with the planning application. Where the end occupier is known, the plan should be developed jointly.

7.50 A full GPP with updated targets (adjusted to reflect the new information on occupancy etc) and with full details of monitoring arrangements shall be submitted within 6 months of occupation. A final report on implementation of the GPP shall be submitted at the end of the nominated monitoring period (minimum two years), to the satisfaction of Council officers.

7.51 For further detail regarding the information requirements at each stage of GPP submission, see Appendix 3 of the Environmental Design SPD.

Travel Plans

POLICY SIGNPOST	NPPF Paragraph 32, 35-36	LONDON PLAN Policy 6.3	CORE STRATEGY CS 10	DEVELOPMENT MANAGEMENT POLICIES DM8.2
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7.52 To ensure that opportunities for the use of sustainable transport modes are protected and exploited, the NPPF states that all developments that generate significant amounts of movement should be

- supported by a Transport Statement or Transport Assessment (paragraph 32) and
- required to provide a Travel Plan (paragraph 36).

7.53 To support and encourage sustainable transport choices (CS 10), Islington Council (through DM8.2) requires development proposals, in accordance with the thresholds outlined below, to include either a

- Transport Assessment and Travel Plan, or
- Transport Statement and Local Level Travel Plan.

Table 7.1: Thresholds for Transport Assessments and Travel Plans

Land use	Threshold for full Travel Plan
A1 Retail	Equal or more than 1,000sqm
A3/A4/A5	Equal or more than 750sqm
B1/B2/B8	Equal or more than 2,500sqm
C1 Hotels	Equal or more than 50 beds
C3 Residential	Equal or more than 50 residents
D1 Hospitals/medical centres	Equal or more than 50 staff
D1 Schools	All developments to have a school Travel Plan
D1 Higher and further education	Equal or more than 2,500sqm
D1 Museum/gallery	Equal or more than 100,000 visitors annually
D1 Places of worship	Equal or more than 200 members/regular attendees
D2 Assembly and Leisure	Equal or more than 1,000sqm

Source: DM Policies

7.54 All major developments that fall below the thresholds in the table above will be required to produce a Transport Statement and a Local Level Travel Plan. In some circumstances a Travel Plan will also be necessary for proposals that do not meet the thresholds where the nature of the development warrants this, where a transport impact is expected from the development, or a cumulative impact is expected from different uses within a development or from a number of developments in the vicinity.

7.55 A Travel Plan should set out how the end users of the development will accord with sustainable transport objectives, identifying a package of measures that promote sustainable transport, with an emphasis on reducing travel by motor vehicles and encouraging walking and cycling (see Appendix 5 of DM Policies, London Plan Policy 6.3 and TfL's *Transport Assessment Best Practice Guidance* for major planning applications³⁴ for more detail). The submitted information is required to be sufficiently detailed and accurate to enable the Council to fully assess the development proposal.

7.56 Where Travel Plan measures are not considered adequate, the Council may require additional contributions where necessary to help to offset the impacts of the development.

7.57 A Draft Framework Travel Plan for the whole development should be submitted at application stage if

- the end-occupier of the development is unknown at the time of submission or if
- a development is phased.

7.58 A Draft Full Travel Plan must then be submitted to the Council for approval

- prior to occupation of the site.

7.59 A Full Travel Plan must then be submitted to the Council for approval

- within six months after first occupation of the site, including a full travel survey or

³⁴ <https://tfl.gov.uk/info-for/urban-planning-and-construction/transport-assessment-guidance>

- within six months of occupation of each phase of the development (for phased developments).

7.60 In all cases, a Travel Plan update should be submitted to the Council (including a travel survey) three years after occupation of the development (or relevant phase) for the Council's approval.

Other environment obligations

7.61 Other than the more commonly applied environment obligations shown above, depending on the nature of the individual scheme and site, contributions or provisions may also be required in relation to the **conservation of buildings or places of historic or architectural interest**.

7.62 An inherent part of Islington's distinct character is its wealth of many important heritage assets which date from various periods. Islington's heritage assets make a substantial positive contribution to the borough's local character and distinctiveness and are an irreplaceable resource which justifies their conservation and enhancement in a manner appropriate to their significance.

7.63 These heritage assets include listed buildings, conservation areas, registered parks and gardens, scheduled monuments and archaeological priority areas but also of importance are the layout and patterns of streets, vistas, streetscapes and open spaces. It is important that the borough retains its distinct character and the assets which form part of it, regardless of whether they are designated or not (Core Strategy CS 9, London Plan 7.8, NPPF 126).

7.64 Planning obligations may be used to ensure that new developments

- make appropriate provisions for the protection, conservation, repair, restoration, maintenance or relocation of heritage assets and if necessary, their setting,
- where possible, make them available to the public on-site and provide appropriate visitor infrastructure, and
- where the archaeological asset or memorial cannot be preserved or managed on-site, make provision for the investigation, understanding, recording, dissemination and archiving of that asset.

7.65 Please note that measures relating to **climate change adaptation** and **biodiversity** are dealt with mostly through the main planning application, through planning conditions or, if an obligation is necessary, through public realm or open space works (see Chapter 4).

8.0 Other obligations

Viability Review

- 8.1 In order to ensure that the maximum reasonable level of affordable housing is provided in line with London Plan Policy 3.12 and Core Strategy Policy CS12 and that other plan requirements are met, the council will require viability review mechanisms through Section 106 agreements:
- On all major residential / mixed use applications which do not meet the strategic affordable housing target; and
 - For all major applications where policy requirements are not met in full at the time permission is granted.
- 8.2 For more details on this obligation see the Islington Development Viability SPD (2016) Chapter 7.

Council costs

- 8.3 Negotiating, agreeing, implementing, monitoring, enforcing and allocating planning obligations are additional cost to the council. The officer and legal costs of negotiating, monitoring and implementing obligations will be recouped through planning obligations.

Other

- 8.4 Applications are considered on a case by case basis and where an additional need arises relating to a development proposal, other obligations will be required where they are necessary to make a development acceptable in planning terms.

9.0 Negotiating planning obligations

9.1 The negotiation of S106 agreements is primarily the responsibility of the Development Management case officer, supported by an officer from the Planning Obligations team. Figure 9.1 contains an outline of the negotiation process.

Pre-application stage

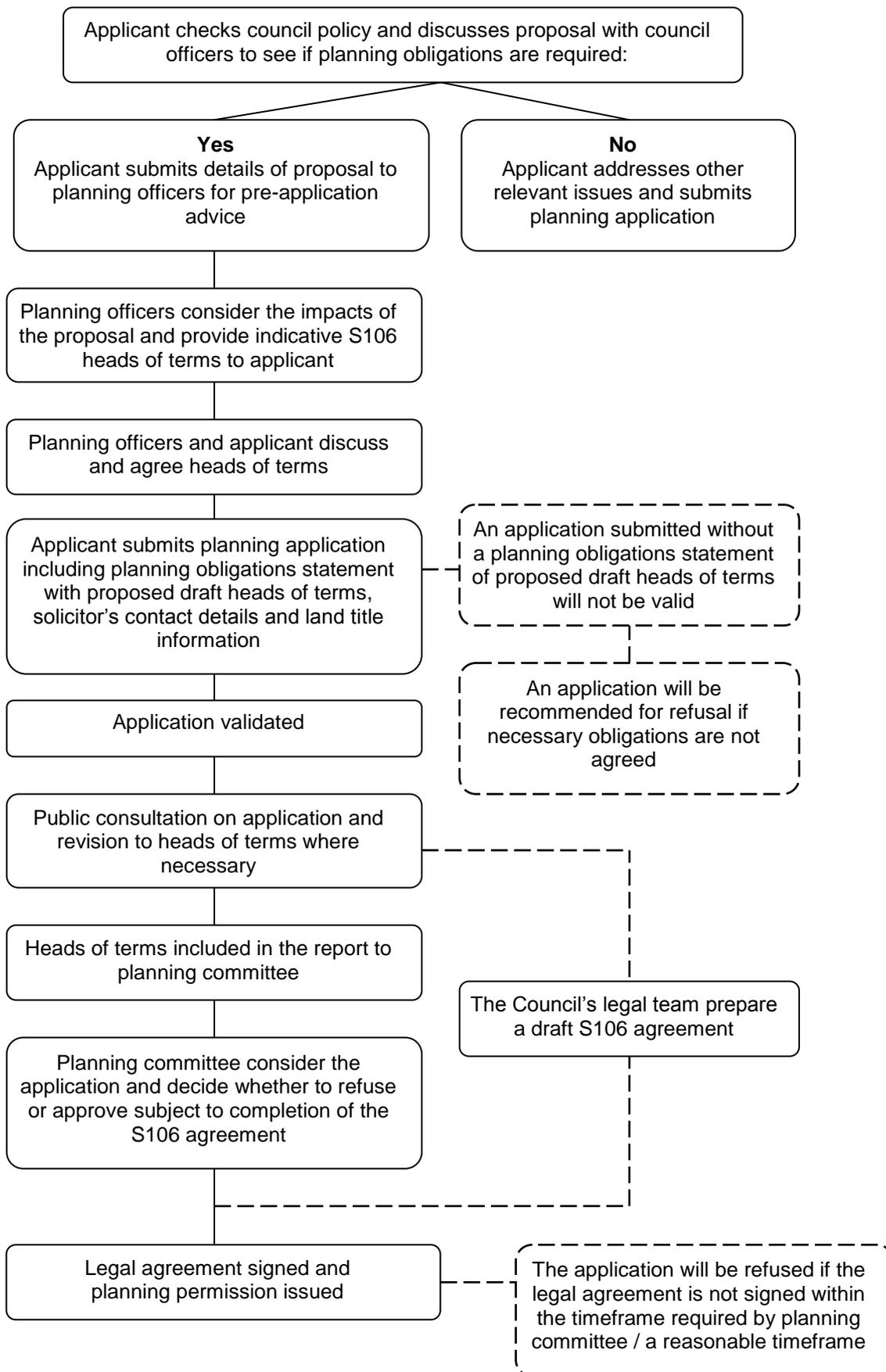
- 9.2 It is essential that the probable need for a S106 agreement is considered at pre-application stage.
- 9.3 At this stage, full consideration should be given to the impacts of the proposed development and its acceptability in accordance with relevant planning policy and standards. This includes assessing the need to enter into a S106 agreement with the Council, and considering which planning obligations may be necessary to make a development acceptable, to bring it into line with the objectives of sustainable development and to ensure compliance with relevant Council policies and strategies.
- 9.4 Details of the development proposed should be submitted to relevant officers at pre-application stage. Officers will make an assessment of the impacts of the development and will provide guidance regarding the planning obligations that are likely to be required.
- 9.5 The Council aims to agree draft Heads of Terms (which will form the basis of the agreement) at pre-application stage. This should ensure that there is sufficient time for drafting and completing the agreement prior to determination of the application where applicable.
- 9.6 During S106 negotiations, if an agreement cannot be reached, the applicant may be invited to provide alternative proposals and a related justification.
- 9.7 In line with the national indicator for planning activity performance (NI 157), planning applications should be processed within
- minor applications - within 8 weeks
 - major applications - within 13 weeks
 - other applications - within 8 weeks
- 9.8 It is essential that the process for agreeing a S106 does not prevent the achievement of performance targets and time limits, and planning and legal officers should all be working towards the appropriate limit for the issuing of the legal agreement and the planning decision. Early and close cooperation between the development management case officer, the planning obligations officers and the legal team is therefore essential.

Application stage

9.9 A statement of the proposed Heads of Terms which will form the basis of a Section 106 (S106) agreement to be entered into in respect of the application should be submitted as part of any planning application for a major development which is likely to require planning obligations (see thresholds in Chapter 2 of this SPD). For minor developments involving at least one residential unit, unilateral undertakings are required in relation to carbon offsetting, removal of eligibility to car parking permits and small sites affordable housing contributions. Please see Chapter 2 of this SPD for further guidance and clarify the situation with officers at pre-application stage.

- 9.10 The statement should indicate what planning obligations will apply to the development, clarify any advice provided at pre-application stage and provide details of the applicant's solicitors and land title. This is necessary for the Council to be able to determine the application.
- 9.11 All parties with an interest in the land should enter into the agreement. It is vital that these parties are identified and informed early in the application process to avoid delays in the completion of the agreement.
- 9.12 Advice given by the Council before an application is submitted or in the initial stages of the application, may be subject to alteration during the application process as a result of further issues that arise during the application and consultation process. Officers will instruct the Council's legal department to commence drafting the agreement at the earliest possible stage, so that this is ready for completion within statutory deadlines as soon as Heads of Terms are agreed.
- 9.13 If necessary planning obligations are not agreed to, officers will prepare a recommendation to refuse permission. If agreement is reached and the development is acceptable in all other matters, officers will prepare a recommendation to grant planning permission subject to the completion of a satisfactory S106 agreement.
- 9.14 Heads of Terms will be included in a planning report and will form part of the basis from which a decision is made. The delegation of authority from the Executive relating to planning applications requires that any planning application with a S106 agreement should be determined by the Planning Committee, unless the agreement relates
- only to the delivery of affordable housing, removal of eligibility to car parking permits, carbon offsetting contributions or highways repair and reinstatement,
 - to an application which varies a previously approved scheme, with no change in the substance of the legal agreement.
- 9.15 Following a committee decision, should the applicant not be willing to complete the agreement under the terms presented and within a reasonable timescale, the application will be refused.

Figure 9-1: S106 negotiation process



Consultation

- 9.16 Local residents, stakeholders and the public can make comments on a planning application during the statutory consultation period. Consultees may identify particular impacts or other issues that are likely to arise from a development and potential areas for mitigation. A process of internal consultation also takes place with relevant officers and local Councillors.
- 9.17 The Council will consider comments submitted and establish whether it is appropriate to use planning obligations to address issues raised. If so, officers will seek to agree the terms of relevant obligations with the applicant where these have not already been addressed. Further information on how to comment on planning applications is set out on our web page on Consultations on Planning Applications:
http://www.islington.gov.uk/involved/consultation-engagement/consultations/Pages/2011/planning_applications.aspx
- 9.18 Comments received during the application stage will also be reviewed at the time of implementation of S106 agreements, when contributions are received by the Council and when project proposals are considered for funding.
- 9.19 The Council also undertakes consultation on area strategies and frameworks, on specific projects to improve facilities such as streets and open spaces, and for the purposes of informing other borough wide plans, strategies and assessments, which are used to help inform the use of S106 contributions.
- 9.20 The Council is inviting comments on this SPD from the 29 July – 23 September 2016. The council will consider all responses received but please note that the content of the SPD must be clearly linked to policies in Islington's Local Plan.

Development Viability

- 5.30 Applicants are required to submit a viability appraisal for major residential applications or for any other application where viability is relied upon as a factor in determining the application.
- 5.31 Viability assessments should be undertaken in line with guidance published in the council's Development Viability SPD. Key requirements of the council centre around verification of information, deliverability and transparency; methodology and procedure; evidence, inputs and assumptions; viability review mechanisms; and council monitoring and reviews.
- 9.21 In cases where applicants submit that financial viability issues do not allow for the full range of planning obligations to be met, they are required to provide a financial appraisal and pay for a review of the appraisal by a suitably qualified expert appointed by the council. Only where financial viability is a demonstrable issue and where developments have overriding planning benefits should consideration be given to a grant of planning permission. Further information is set out in the Development Viability SPD, which can be found at:
<http://www.islington.gov.uk/developmentviability>

Payment of contributions

- 9.22 Payment of financial contributions should normally be on or before implementation of the development. This will enable mitigation and improvement works to commence during construction of the development and, where feasible, be co-ordinated with the completion of development.
- 9.23 For phased developments, the staging of payments may be acceptable. The developer must inform the Council when the relevant stage triggers have been reached. The Council will

normally only receive contributions if construction of the development has commenced. Larger projects funded through S106 contributions may take longer to deliver given the time that may be required to put sufficient additional funding in place, to work up details of projects, undertake consultation, obtain relevant consents and address any other issues that arise.

- 9.24 All financial contributions should be index-linked from the date of committee to the date of actual payment, to ensure that the value of the obligation does not reduce over time due to inflation.
- 9.25 Should a payment not be made on the date due, interest will be charged in order to act as a disincentive to late payment.

Enforcement and monitoring

9.26 Planning obligations are enforceable by the Council as local planning authority under the Town and Country Planning Act 1990:

- In the courts by application for an injunction or recovering contributions payable; and
- By carrying out any operations required by the Planning Obligation and recovering the cost from the person(s) against whom the obligation is enforceable.

9.27 It is the responsibility of the S106 monitoring officer to:

- monitor the implementation of developments,
- monitor developer's compliance with planning obligations,
- report on the status of S106 agreements and
- commission S106-funded schemes.

9.28 A solicitor's undertaking will be required to pay the Council's reasonable legal fees based on the time taken in preparing the S106 agreement. The costs of monitoring and implementing the agreement will be included within the contributions sought (see also Chapter 8).

Allocation and expenditure

9.29 The management of S106 funded projects will largely be the responsibility of other Council departments or, in certain circumstances, external organisations. The S106 monitoring officer will work with project managers to ensure that schemes are delivered in compliance with the terms of the S106 agreement.

9.30 Most obligations will need to be met on or before 'implementation' of the development. Implementation is the date on which any material operation³⁵ forming part of the development begins. Developers should notify the Council of their intention to implement the planning consent and at any other times specified in the agreement. Contributions will normally be paid at this time. This is to ensure that capacity improvement works are carried out during the construction of the development, to minimise upheaval to residents and create sufficient capacity on local infrastructure in advance of occupation.

³⁵ As defined by Section 56(4) of the Town and Country Planning Act 1990

- 9.31 Contributions will be used for projects which address the issues referred to in this document and other needs which may arise by mitigating the impacts of the development. The works undertaken will be informed by a range of existing and forthcoming documents which include details of borough requirements which will be affected by new development. The use of contributions will be informed by consultation undertaken on the planning application, associated planning obligations, and relevant planning documents. Where insufficient contributions are available from one development to deliver a project, these may be pooled with other funding sources in line with limitations as set out in the CIL Regulations (see Chapter 2 of this SPD).
- 9.32 Where appropriate, on receipt of contributions the Council undertakes a process of evaluation of different project proposals based on a range of criteria, including government guidance, the terms of the S106 agreement, relevant strategies and priorities. This is undertaken in consultation with Ward Councillors and allocations are approved by the Service Director for Strategic Planning.
- 9.33 “Ward Improvement Plans” are used to help prioritise projects for funding. Projects can be viewed and new projects submitted through the Ward Partnership. The Ward Improvement Plan for each ward can be found on the relevant Ward Partnership page on the council’s website: <http://www.islington.gov.uk/involved/ward-partnerships/Pages/default.aspx>”.
- 9.34 The impact of projects funded through S106 contributions upon equality will be considered in accordance with the Council’s equality and diversity policy ‘Dignity For All’. The organisations involved in the implementation of projects will be required to comply with relevant equalities policy detailed within ‘Dignity For All’³⁶.

³⁶ <http://www.islington.gov.uk/about/equality-diversity/Pages/default.aspx>

Appendix A: Occupancy and employment densities

- 10.1 Planning obligations are generally worked out on the basis of the specification of the development proposal i.e. the number of residential units of a specific size, the number of hotel/ student housing/ hostel bedrooms and/ or the floorspace of commercial/ employment uses.
- 10.2 The occupancy of employment spaces can be calculated by dividing the amount of employment floorspace (in square metres) by the employment densities (square metres per employee) as detailed in the 2015 Homes and Community Agency (HCA) Employment Density Guide.
- 10.3 Applicants should provide the council with net internal area (NIA) measurements to facilitate this calculation, as well as GIA and GEA measurements. If these measurements are not provided the council will use the measurements listed in the planning application form and convert them, based on the guidelines set out for this in the Homes and Community Agency Employment Density Guide 2015:
 - GEA to GIA: Reduction of 5%
 - GIA to NIA: Reduction of 15-20%
- 10.4 With the move to more flexible working practices such as smart working, there has been an increasing reduction in the area of employment floorspace per employee in recent years. Uplift of employees, to determine an increase or decrease in the intensity of a site's use, can be demonstrated by the applicant through evidence of existing and proposed numbers of employees on site.
- 10.5 For schemes where either current or proposed occupancy levels are not specified or not certain in exact terms at the time of calculating Heads of Terms, the Council may use previous or current HCA employment density levels (from 2001, 2010 or 2015 depending on the nature and age of the building) to estimate current or recent occupancy of a development and current HCA employment densities (2015 or any future updates as they are published) to project estimated levels of future occupancy for a proposed new development (see table overleaf and also Chapter 2 section on Standard Obligations and Occupancy Rates of this SPD for more details).
- 10.6 These figures are provided as a guide and may be reviewed in relation to specific sites and when further information becomes available. Employment densities for any use classes not present in the table below will be determined according to available evidence at the time of assessment.

Table 10.1: HCA Employment Density Matrix 2015

Use Class	Sub-Category	Sub-Sector	Density (sqm)	Notes
B1a Offices	General Office	Corporate	13	NIA
		Professional Services	12	NIA
		Public Sector	12	NIA
		TMT	11	NIA
	Finance & Insurance	10	NIA	
	Call Centres		8	NIA
B1b	R&D Space		40-60	NIA lower densities will be achieved in units with higher provision of shared or communal spaces
B1c	Light Industrial		47	NIA
B2	Industrial & Manufacturing		36	GIA
B8	Storage & Distribution	National Distribution Centre	95	GEA
		Regional Distribution Centre	77	GEA
		'Final Mile' Distribution Centre	70	GEA
Mixed B Class	Small Business Workspace	Incubator	30-60	B1a, B1b – the density will relate to balance between spaces, as the share of B1a increases so too will employment densities.
		Maker Spaces	15-40	B1c, B2, B8 - Difference between 'planned space' density and utilisation due to membership model
		Studio	20-40	B1c, B8
		Co-Working	10-15	B1a - Difference between 'planned space' density and utilisation due to membership model
		Managed Workspace	12-47	B1a, b, c
B8 / Sui Generis	Data Centres	Wholesale	200-950	
		Wholesale Dark Site	440-1,400	
		Co-location Facility	180-540	
A1	Retail	High Street	15-20	NIA
		Foodstore	15-20	NIA
		Retail Warehouse	90	NIA
A2	Finance & Professional Services		16	NIA
A3	Restaurants & Cafes		15-20	NIA
C1	Hotels	Limited Service / Budget	1 per 5 beds	FTE per bed
		Mid-scale	1 per 3 beds	FTE per bed
		Upscale	1 per 2 beds	FTE per bed
		Luxury	1 per 1 bed	FTE per bed
D2	Fitness Centres	Budget	100	GIA
		Mid Market	65	GIA – both types tend to generate between 40-50 jobs per gym
		Family		
	Cinema		200	GIA
	Visitor & Cultural Attractions		30-300	The diversity of the cultural attraction sector means a very wide range exists
	Amusement & Entertainment Centres		70	Potential range of 20-100sqm

Source: 3rd edition (2015) Homes and Community Agency (HCA) Employment Density Guide

Appendix B: Development example

11.1 The tables below provide a worked example of the main S106 planning obligations sought for a hypothetical development proposal which can be defined in numerical terms (e.g. contributions £ / number of placements or parking bays required etc). The tables identify the predicted occupancy of the development and the standard obligations and contributions likely to be due under each specific area addressed in this document.

11.2 For some obligations such as employment and training and accessible parking, the Council may seek that provision is made on site. In this instance, both the provision and the financial contribution is shown.

11.3 The proposal is for a mix of uses including residential units (50% market and 50% affordable housing, with the affordable housing being split into 70% social and 30% intermediate housing) and A1 commercial space outside of the CAZ:

- 20 x 1 bedroom flats (10 market units, 7 social units, 3 intermediate units)
- 40 x 2 bedroom flats (20 market units, 14 social units, 6 intermediate units)
- 20 x 3 bedroom flats (10 market units, 7 social units, 3 intermediate units)
- 350 square metres of A1 floorspace

11.4 Employment occupancy details are worked out as follows:

Employment occupancy	Floorspace area (sqm)	Density (sq m per employee)	Number of employees
A1 - Shops	350	/ 15	= 23.3

11.5 Standard obligations and contributions and contributions are subsequently worked out, based on the above occupancy calculations:

Employment and training placements (construction)			
	Units / area sq. m.	No of units / floorspace per placement	Number of placements required
Residential Units	80	/ 20	= 4
Employment Floorspace	350	/ 1000	= 0.35
		Total	= 4.35
OR			
Employment and training contribution (construction)			
	Number of placements	Cost of providing construction training and support per placement	Contribution to be paid (£)
	9	x 5000	= 20,000
		Total	= 20,000

	Occupancy of the development		Islington residents requiring training and support		Cost of training/support per person (£)		Contribution to be paid (£)
Employees	23.3	x	0.067	x	2500	=	3,903
					Total	=	3,903

	Units / area sq. m.		No of units / floorspace per £1000 contribution		Contribution		Contribution to be paid (£)
Residential Units	80	/	10	x	£1000	=	8,000
Employment Floorspace	350	/	1000	x	£1000	=	350
			Total			=	8,350

	Accessible parking provision units / area sq. m.		No of residential units / employees per parking bay		Number of disabled parking bays required		
Residential Units	80	/	10	=	8		
Employees	23.3	/	33	=	0.71		
			Total	=	9		
OR							
	Accessible parking contribution		Net number of disabled parking bays required		Contribution per parking bay (£)		Contribution to be paid (£)
9		x	2,000	=	18,000		
			Total	=	18,000		

	Carbon offsetting contribution (£)		Contribution to be paid (£)
Tons of residual carbon to be offset (specified in the submitted Energy Statement)	x	established price per tonne of CO2 for Islington (currently £920)	= TBC by the Council's Energy Conservation Officer
		Total	= TBC

11.6 The results of these calculations provide a starting point for negotiations, together with other standard obligations which are not worked out on a numerical basis (e.g. a requirement for development to be car free etc; see Appendix B for more details). Final obligations can be refined based on the specific characteristics and impacts of the development, having regard to relevant evidence and legislation and in consultation with key officers in relevant departments (e.g. learning, skills and employment, highways etc).

12 Appendix C: Standard Heads of Terms

12.1 The following standard Heads of Terms are provided to give an indication of the terms that will usually form the basis of S106 agreements for typical new major or minor development, based on a 10 unit threshold for residential and a 1,000 sq m threshold for commercial or mixed use sites.

12.2 Standard obligations and costs are explained in Chapter 2 section on Standard Obligations and Occupancy Rates of this SPD. All obligations and relevant thresholds are listed in Table 2.1, with more details on each type of obligation in Chapters 4 - 8.

Example Heads of Terms – All major development

- The repair and re-instatement of the footways and highways adjoining the development. The cost is to be confirmed by LBI Highways, paid for by the applicant and the work carried out by LBI Highways. Conditions surveys may be required.
- Compliance with the Code of Employment and Training.
- Facilitation of x work placement(s) during the construction phase of the development. Each placement must last a minimum of 26 weeks. The London Borough of Islington's approved provider(s) to recruit for and monitor placements, with the developer/contractor to pay wages. Within the construction sector there is excellent best practise of providing an incremental wage increase as the operative gains experience and improves productivity. The contractor is expected to pay the going rate for an operative, and industry research indicates that this is invariably above or well above the national minimum wage and even the London Living Wage (£9.15 as at 04/04/2015). LBI will request a fee of £5,000 per placement not provided.
- Compliance with the Code of Local Procurement.
- Compliance with the Code of Construction Practice, including a monitoring fee of £x and submission of site-specific response document to the Code of Construction Practice for approval of LBI Public Protection, which shall be submitted prior to any works commencing on site.
- The provision of x accessible parking bays or a contribution of £x towards bays or other accessible transport initiatives.
- A contribution towards offsetting any projected residual CO2 emissions of the development, to be charged at the established price per tonne of CO2 for Islington (currently £920); Total amount to be confirmed by the Council's Energy Conservation Officer.
- Connection to a local energy network, if technically and economically viable (burden of proof will be with the developer to show inability to connect). In the event that a local energy network is not available or connection to it is not economically viable, the developer should develop an on-site solution and/or connect to a neighbouring site (a Shared Heating Network) and future proof any on-site solution so that in all cases (whether or not an on-site solution has been provided), the development can be connected to a local energy network if a viable opportunity arises in the future.
- Submission of a Green Performance Plan.

- Submission of a draft framework Travel Plan with the planning application, of a draft full Travel Plan for Council approval prior to occupation, and of a full Travel Plan for Council approval 6 months from first occupation of the development or phase (provision of travel plan required subject to thresholds shown in Table 7.1).
- Council's legal fees in preparing the S106 and officer's fees for the preparation, monitoring and implementation of the S106.
- Others as necessary.

Additional Heads of Terms for all major residential / mixed use applications which do not meet the strategic affordable housing target and for all major applications where policy requirements are not met in full at the time permission is granted

- Viability review in line with the Islington Development Viability SPD (2016). Submission of residential sales values and build cost information at an advanced stage of the development process on sale of 75% of private residential units or 3 months prior to practical completion. Reasonable fees of assessing the information to be paid for by the applicant. In the event of an improvement in viability, a financial contribution towards the provision of affordable housing to be paid to the council, to be determined in accordance with the SPD and capped at the equivalent of the council's affordable housing target and/ or a contribution for other planning obligations that were deemed to be unviable at application stage, capped at the policy requirement.
- For phased developments a further viability review will be required prior to implementation and for large phased developments a third review will be required at a mid-term stage in line with the Development Viability SPD.

Additional Heads of Terms for residential developments:

- Removal of eligibility for residents' parking permits (additional units only)

Major residential developments only:

- On-site provision of affordable housing in line with Core Strategy Policy CS 12
- Prevention of wasted housing supply. All dwellings required to be fully furnished and equipped for use as a home, and not to be left unoccupied for any continuous period of 3 consecutive months or more (plus other requirements as per Islington's Wasted Housing Supply SPD). The applicant agrees to include these obligations in sales and marketing information and in any head lease or subleases that may be granted.
- Developments providing wheelchair accessible private or shared ownership units will be required to market them for a minimum period of 6 months before any of the homes, if still unsold, are released onto the open market. Developers should include prominent information on the design standards met by all units and the specific qualities and capacity of the wheelchair accessible units in their marketing brochures and show rooms, on their websites and any billboards used to advertise the development.

Minor residential developments only:

- A financial contribution of £x towards affordable housing provision elsewhere in the borough.

- A contribution towards offsetting any projected residual carbon emissions of the development, to be charged at £1,500 per house or £1,000 per flat (to be confirmed by the Council's Energy Conservation Officer).

Additional Heads of Terms for commercial developments:

- Payment of a commuted sum of £x towards employment and training for local residents.
- Affordable workspace or equivalent provision to be agreed between the applicant and the council.

Additional Heads of Terms for developments in the Central Activities Zone

- A contribution towards Crossrail of £x.
- For proposals with an increase in office floorspace in the Central Activities Zone, the provision of a mix of uses including housing or a contribution towards provision of off-site affordable housing where it is accepted that housing cannot be provided on site.

Additional Heads of Terms for student residential developments:

- 12.3 A management agreement, including drop off restrictions, noise agreements, to be made available to local residents on request.
- 12.4 A contribution of 2.4% of the total annual rental income from the student housing development towards bursaries for students leaving Council care and other Islington students facing hardship who are attending a higher or further education establishment (Payments due annually for a period of thirty years, or until the site ceases to be used for student accommodation, whichever is shorter. Initial payment will be made at agreed date at end of the first operational calendar year. Successive payments will be due annually on this date).

Other obligations which may be required:

- 12.5 In addition to the above, planning obligations may also be sought to address any other impacts arising from an individual development (see chapters 4-7 for examples).
- 12.6 As each case is assessed individually, there may be particular reasons why some obligations may be applicable and others not for different applications. The examples listed in this SPD are not exhaustive and do not raise every issue that may need to be addressed.
- 12.7 All payments should be index-linked from the date of Committee. The Council requires that discussions regarding Heads of Terms are carried out at pre-application stage and that details of heads of terms are incorporated as a part of the application or otherwise agreed at this stage. It is also necessary to provide solicitors' contact details and proof of title.

13 Appendix D: Frequently asked questions

What are planning obligations?

- 13.1 Planning obligations are used as part of the planning application process to address specific planning issues arising from a development proposal that cannot be dealt with through planning conditions. They are normally agreed between the Council, land owners and developers and are set out in legal agreements called Section 106 agreements. They can also be offered by developers or land owners in unilateral undertakings (see below).
- 13.2 Planning obligations may require developers to provide affordable housing, a financial contribution towards local improvements, employment and training schemes or other measures to address the impacts of a development and to help to ensure that it is acceptable in planning terms.

What is a Section 106 agreement?

- 13.3 A Section 106 agreement is a legal agreement incorporating legally binding covenants or obligations. It is made under the terms of Section 106 of the Town and Country Planning Act 1990, as amended. Where a Section 106 agreement has been entered into, it automatically binds anyone with a legal interest in the land to which it relates.

What are planning conditions?

- 13.4 Planning conditions limit and control the way in which the planning permission may be implemented. Conditions may be imposed on the grant of planning permission for a number of purposes including regulating development or use of any land under the control of the applicant and requiring the carrying out of works on such land.
- 13.5 Planning conditions should only be imposed where they are necessary, relevant to planning and to the development to be permitted, enforceable, precise and reasonable in all other respects (NPPF Paragraph 206).

What are unilateral undertakings?

- 13.6 Unilateral undertakings are similar to Section 106 agreements. They also include legally binding planning obligations but are signed by developers and land owners only (and not the Local Planning Authority).

What is CIL?

- 13.7 The Community Infrastructure Levy (CIL) is a non-negotiable charge and is used to fund local infrastructure that will support future development.
- 13.8 Two types of CIL are collected in Islington:
- Borough-level Islington CIL
 - Mayoral CIL

13.9 The Islington CIL is used to finance the provision, improvement or replacement of community infrastructure that supports the development of the borough, as well as the costs of operating and maintaining infrastructure.

13.10 The Mayor of London's CIL goes towards funding Crossrail. Islington Council collects the Mayoral CIL for developments in Islington on the Mayor's behalf.

13.11 Both CILs are charged on all development which involves

- the addition of 100 square metres or more of gross internal floorspace or
- the creation of a new dwelling of any size.

13.12 Islington's CIL Charging Schedule sets out the CIL rates for different types and locations of development in the borough. Further details can be found here: <http://www.islington.gov.uk/cil>

How is CIL different from planning obligations?

13.13 CIL is a standard, non-negotiable charge, which operates like a tax. It is calculated per square metre of development, allocating each development with a fraction of the total cost needed to provide the borough with the infrastructure necessary to support projected levels of local development.

13.14 Planning obligations are individual charges, calculated separately for each new development, based on requirements created by each individual development, usually based on the number of residential units, number of student or hotel rooms or square metres of commercial floor space, and their relevant projected occupation. Their purpose is to make a development acceptable in planning terms which would otherwise not be acceptable.

13.15 In most cases, the Islington CIL replaces the use of planning obligations in Section 106 agreements to secure contributions towards infrastructure from development. Section 106 agreements continue to be used to secure affordable housing, to mitigate site-specific issues, and to address other policy requirements that cannot be dealt with through CIL.

What has changed with the adoption of CIL?

13.16 With the adoption of the Islington CIL, many infrastructure costs previously addressed through standard Section 106 charges are now covered by CIL. Key changes are flagged up in this document with boxes titled "**CIL note**".

13.17 Section 106 agreements however continue to be used to address site-specific impacts and ensure conformity with other policy requirements.

What are planning obligations for?

13.18 Through the NPPF published in 2012, the government sets out when and how planning obligations can be used. The NPPF can be downloaded from: https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

13.19 Regulation 122 of the Community Infrastructure Levy Regulations 2010 and NPPF paragraph 204 set out three tests that a planning obligation should meet for it to be a proper reason for granting planning permission:

- necessary to make the development acceptable in planning terms;

- directly related to the development; and
- fairly and reasonably related in scale and kind to the development.

13.20A fundamental guiding principle is that planning permission cannot be bought or sold.

13.21 Planning obligations can cover a variety of matters:

- restricting the development or use of the land in any specified way;
- requiring specified operations or activities to be carried out in, on, under or over the land;
- requiring the land to be used in any specified way; or
- requiring a sum or sums to be paid to the authority on a specified date or dates or periodically.

When do obligations take effect?

13.22 Planning obligations can take effect immediately or on other time triggers set out in the agreement, e.g. six months after implementation. Once a planning obligation comes into effect, it will 'run with the land'. This means that it will apply to the site and automatically bind land owners until it is discharged, even if the land is sold. To discharge a planning obligation the owner of the land must write to the Council providing evidence that all of the covenants and commitments contained in it have been complied with.

How and where can Section 106 contributions be spent?

13.23 Contributions will be used for projects which address the issues referred to in this document and other needs which may arise by mitigating the impacts of the development. The works undertaken will be informed by a range of existing and forthcoming documents which include details of borough requirements which will be affected by new development. The use of contributions will be informed by consultation undertaken on the planning application, associated planning obligations, and planning documents.

13.24 Section 106 contributions are spent on projects which address the issues referred to in this document and other needs which may arise by mitigating the impacts of the development. Allocation and expenditure of S106 funds are made in accordance with the legal agreement between the Council and land owner/developer.

How can I have a say?

13.25 The Council carries out consultation and publicises every planning application it receives by sending letters to neighbouring properties, posting notices near the site, providing details on the website and sometimes advertising in the local press. More information can be found on our website:

<http://www.islington.gov.uk/services/planning/applications/permission-check/Pages/planning-application-process.aspx#consultation>

13.26 Comments on how a development is likely to impact an area and suggested measures that could help to mitigate these effects are welcome. These will be taken into consideration when assessing the application and determining the nature of planning obligations that may be necessary to make the development acceptable.

13.27 The Council also undertakes consultation on area strategies and frameworks, specific projects to improve facilities such as streets and open spaces, and for the purposes of

informing other borough wide strategies and assessments. These are used to help inform the use of S106 contributions.

13.28 The Council will consult on this SPD from 29 July – 23 September 2016, prior to the SPD being finalised for adoption.

Who can I speak to if I have a question?

13.29 If you have any queries relating to this consultation draft document, please contact the S106 and Development Viability Team (see below). For specific questions regarding planning obligations generally or on a specific site, please contact the Planning Obligations (S106) Team (also below).

13.30 If you have a question in relation to a current application, please contact the relevant Development Management Case Officer, whose name and number can be found by searching through the following link:

<http://www.islington.gov.uk/services/planning/applications/comment/Pages/planning-search.aspx#header>

14 Appendix E: Further information

14.1 Further information on S106 agreements, contributions and associated projects can be requested from the Council at the details below or found on the Council's website.

S106 agreements

14.2 Copies of completed Section 106 agreements can be requested in writing or found through the Council's 'Planning Online' Service via the following link:
http://www.islington.gov.uk/services/planning/planninginis/plan_interest/Pages/planning-search.aspx. The S106 agreement can be found under 'Document and Plans'.

Further information about planning and development in Islington

14.3 Up to date information on Islington planning including policy and guidance and details of the planning application process can be found via the following link:
<http://www.islington.gov.uk/services/planning/applications/comment/Pages/planning-search.aspx#header>

Contact details – Planning obligations (S106) team

14.4 If you have and queries relating to this consultation draft document, please contact the S106 and Development Viability Team at

Spatial Planning and Transport
4th Floor, Municipal Offices
222 Upper Street
London N1 1YA
Tel: 020 7527 4039
Council Switchboard: 020 7527 2000
Minicom: 020 7527 1900
Website: www.islington.gov.uk/S106

stephanie.brewer@islington.gov.uk
Tel: 020 7527 4039

14.5 If you have any questions regarding planning obligations generally or on a specific site, please contact:

eric.manners@islington.gov.uk
020 7527 2771

duygu.karakurt@islington.gov.uk
020 7527 2765

If you would like this document in large print or Braille, audiotape or in another language, please contact 020 7527 4039.



ISLINGTON

Consultation Statement

Planning Obligations (Section 106) Supplementary Planning Document

July 2016

**Consultation Statement
Planning Obligations (Section 106)
Draft Supplementary Planning Document**

1. Introduction

This statement sets out details of the initial consultation that has taken place during the writing of the draft Planning Obligations (Section 106) Supplementary Planning Document (SPD). This consultation statement has been prepared in accordance with regulation 12(a) of the Town and Country Planning (Local Development) (England) Regulations 2012.

This Consultation Statement provides information on the early consultation activity undertaken on developing the draft SPD, and a summary of the issues raised during the initial informal consultation stage, and how those issues have been addressed in the draft SPD.

2. Previous consultations

The previous Planning Obligations (Section 106) SPD was consulted on publicly in summer 2013 and adopted in November 2013. A total of 15 responses were received to the consultation and two representations submitted to the Community Infrastructure Levy (CIL) consultation earlier that year were also taken into account.

Further details of the consultation process and comments received for the previous iteration of the SPD are set out in a Consultation Statement which is available on the council's website at: <https://www.islington.gov.uk/S106>.

The purpose of this SPD is to provide advice and guidance to the public and developers regarding implementation of and compliance with the policies relating to planning obligations in the Core Strategy, the Finsbury Local Plan and the Development Management (DM) Policies Development Plan Documents. All of these documents, and hence all of the policies within them relating to planning obligations and elaborated on in this SPD, have also already undergone extensive public consultation.

3. Early internal consultation

The Core Strategy sets out strategic planning policies and spatial strategies for shaping the borough's development to 2025 and beyond. Islington's DM Policies, Site Allocations and Finsbury Local Plan, are aimed at achieving development that helps deliver the vision and objectives set out in the Core Strategy, to bring forward sustainable development.

The Planning Obligations (Section 106) draft SPD supports the implementation of a number of Core Strategy, DM and Finsbury Local Plan Policies including:

- Sustainable development (DM9.2)
- Affordable housing (CS 12)
- Social and strategic infrastructure and cultural facilities (DM4.12)
- Crossrail (DM8.3)
- Accessible Parking (DM8.5)
- Employment spaces (CS 13)
- Sustainable Design (CS 10, DM7.1 & DM7.2)
- Student Accommodation (CS 12)
- Priority projects of the Finsbury Local Plan (BC 10).

Below is a list of the officers and teams within different council services who were consulted as part of the preliminary consultation during the preparation of the draft SPD (organised in order of SPD chapters):

CONSULTATION ON SPECIFIC SECTIONS OF DOCUMENT

Sent out 24/02/2016; Completed 20/05/2016

POLICY

Core Strategy, DM Policies, general policy section & "Other policy documents": Planning Policy team

Affordable Housing on Small Sites: Officer responsible for Small Sites SPD within Planning Policy team

Student Accommodation: Officer responsible for Student Bursaries SPD within Planning Policy team

Environmental Design: Energy conservation officer and officer responsible for Environmental Design SPD within Planning Policy team

Streetbook: Planning Policy Inclusive Design Officer

Inclusive Design in Islington / Accessible Housing: Planning Policy Inclusive Design Officer

Preventing Wasted Housing Supply: Officer responsible for Preventing Wasted Housing Supply SPD within Planning Policy team

Basement Development: Officer responsible for Basement Development SPD in Planning Policy team

Location and Concentration of Uses: Officer responsible for Location and Concentration of Uses SPD within Planning Policy team

CIL / Interaction of Planning Obligations with CIL: CIL team

Transport Strategy & Implementation: CIL Team Manager responsible for liaising with transport, Planning and Project Management team

INFRASTRUCTURE

Infrastructure Section & Onsite provision of infrastructure: CIL Team & Development Management Team

ECONOMY AND EMPLOYMENT

All obligations (other than Crossrail): Strategy and Community Partnerships, Business and Employment and Support Team

Crossrail: CIL team

COMMUNITY

Affordable Housing: Officer responsible for Housing within Planning Policy team

Mixed Use in CAZ: Planning Policy team, CIL team, Development Management Team

Accessible Parking & Transport: Planning Policy Inclusive Design Officer and Public Realm division

Marketing Wheelchair Accessible Homes: Planning Policy Inclusive Design Officer

Preventing Wasted Housing Supply: Officer responsible for Preventing Wasted Housing Supply SPD within Planning Policy team

Student Bursaries: Officer responsible for Student Bursaries SPD within Planning Policy team

Community Access & Other Management Plans: Strategy and Community Partnerships

Community Safety: Community Safety service

Health Impact Assessments: Public Health team

Public Art: Arts and Cultural Development Manager

ENVIRONMENT

Construction Practice: Public Protection, Environmental Health team

Highways Reinstatement: Transport and Engineering and Public Realm teams

Carbon Off-setting: Energy conservation officer and officer responsible for Environmental Design SPD within Planning Policy team

Removal of Eligibility for Residents' Parking Permits: CIL Team Manager responsible for liaising with transport, Planning and Project Management team

Decentralised Energy: Decentralised Energy Programme Manager, and officer responsible for Environmental Design SPD within Planning Policy team

Travel Plans: Planning and Project Management team, and officer responsible for Travel Plans

Green performance plans: Sustainability officer within Planning Policy team

Other environment obligations (e.g. heritage / conservation): Design and Conservation team

OTHER OBLIGATIONS
Council costs and Other Obligations: Section 106 team and Development Management team
Viability Review: Development Viability Team and Development Management team
NEGOTIATING OBLIGATIONS
Section 106 team, Development Management team and Development Viability Team
IMPLEMENTATION OF SPD
Section 106 team and Development Management team
APPENDICES
Section 106 team and Planning Policy Team

The various teams within the council were consulted through a series of e-mails, meetings and discussions about draft chapters and sections to be included or altered.

4. Early external consultation

On 20 June 2016 an external pre-consultation letter was sent to the following parties:

Organisation
Amwell Society
Canal and River Trust
Mayor's Office for Policing and Crime (MOPAC)
UNITE Group PLC
DP9 on behalf of Royal Mail Group Limited
English Heritage
Environment Agency
Berkeley Homes Capital
GL Hearn Limited
GLA and Transport for London
Highways Agency
Islington Society
Marine Management Organisation
Natural England
Thames Water
The Theatres Trust

The purpose of this letter was to notify those who had previously made comments during latest round of consultations on the now adopted Planning Obligations SPD (2013) to give them advanced notification of the upcoming public consultation process as well as to allow them to share their opinions on the subject to help shape the updated draft.

Pre-consultation comments were invited until Friday 1 July 2016 and four responses have been received, from the Canal and River Trust, the Mayor of London, from Transport for London and from Natural England. Three responses declared that they had currently no specific comments to make. The Canal and River Trust made some comments which are shown in the table below.

5. Summary of issues raised during the initial consultation stage and how they were addressed in the draft SPD

Table 1: Early consultation issues

Persons/ organisations	Main issues raised	How addressed in SPD
<p>Number of council services (see above)</p>	<p>During a series of meetings and ongoing discussions, the draft of each section and chapter to be included in the Planning Obligations (Section 106) SPD was discussed.</p> <p>Each relevant service was sent a copy of the SPD / sections relevant to them and were asked to feedback in terms of:</p> <ul style="list-style-type: none"> • policies and evidence to justify relevant obligations • issues and changes since 2013 that would occasion a change of practice or wording in the new SPD • standard wording used in section 106 heads of terms • any other relevant sections of the document • implications of the new SPD on the implementation of relevant council services <p>Various services and teams provided feedback about all of the above. Internal comments made related to:</p> <ul style="list-style-type: none"> • bringing certain sections up to date with current updated statistics, policy, guidance, legislation and practice and • need for updating the approach to implementation of the Mixed Use Development in the Central Activities Zone (CAZ) obligation in relation to London Plan Policy 4.3 and Development Management Policy DM5.1. 	<p>Changes were made following the advice provided by various council services and teams to refine the draft SPD to ensure it is up to date, and to ensure that implementing the SPD will be feasible.</p> <p>All comments were addressed wherever relevant and possible within the confines of what level of obligations had undergone cumulative viability testing.</p>
<p>Canal and River Trust</p>	<p>It should be made clearer how unique infrastructure improvements only relevant to specific sites (such as canal and towpath capacity access/ improvements in the vicinity of Regent’s Canal) will be addressed through S106 / CIL.</p> <p>The process for claiming S106 funds for projects should be explained in the SPD.</p>	<p>Changes were made to the consultation draft SPD aiming to address both comments with:</p> <ul style="list-style-type: none"> • an additional bullet point in Chapter 4 about type of locally relevant infrastructure works specific to a site (e.g. access to public footpaths, canal towpaths etc) which may be funded through Section 106 and • a reference to Ward Improvement Plans in Chapter 9.

Formal consultation on the Draft SPD

The formal consultation on the draft SPD will run from 29 July 2016 to 23 September 2016 in line with statutory requirements. During this time, consultation documents relating to the draft SPD will be available at all Islington libraries, at the council's Municipal Offices and on the council's website. Following consideration of the consultation responses an updated version of this Consultation Statement will be published on the council's website.



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

Executive	Date: 21 July 2016	Ward(s): All
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Delete as appropriate		Non-exempt
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SUBJECT: Public Consultation on the draft Urban Design Guide Supplementary Planning Document

1. Synopsis

- 1.1 The purpose of this report is to outline the content of the draft Islington Urban Design Guide Supplementary Planning Document (UDG SPD) and to notify members that public consultation on the document is scheduled to take place over an eight week period between 29 July and 23 September 2016.
- 1.2 The Council issued a preliminary discussion paper and questionnaire in December 2014 to inform the review of the SPD. This set out the reasons for the proposed revision of the Islington Urban Design Guide 2006, namely to ensure that the guidance:
 - is up-to-date
 - is clearly linked to current policies (the Core Strategy was adopted in 2011 and the Development Management Policies were adopted in 2013);
 - aligns with national policy (the National Planning Policy Framework was issued in 2012); and
 - reflects contemporary design, social and economic development trends.
- 1.3 The discussion paper described areas where the guidance in the existing SPD might be enhanced (preventing gated communities; roof extensions; dormer windows and roof lights; rear extensions; balconies and roof terraces) and identified areas where new guidance might be required (materials; garden rooms and out buildings; energy saving measures; basements). It also proposed that the existing informal guidance on the design and installation of shop fronts would be drawn into the SPD.
- 1.4 A revised draft SPD has now been produced (see Appendix 1, *though to follow for Exec*) in line with responses to the preliminary consultation and in liaison with colleagues in Development Management, the Energy Team and Housing.
- 1.5 Public consultation on the draft SPD is scheduled to take place from 29 July to 23 September 2016. The response to this consultation will then inform a final SPD to be taken forward for adoption by the

Council. Once adopted, the SPD will be a material consideration in determining any future planning applications to which it applies.

2. Recommendations

- 2.1 To note that Executive on 21 July 2016 will be asked to agree the draft Urban Design Guide SPD for public consultation (*to follow for Exec*).
- 2.2 To note that public consultation on the draft Urban Design Guide SPD is scheduled to take place from 29 July to 23 September 2016.

3. Background

- 3.1 Islington's Urban Design Guide was adopted as an SPD in 2006. It provides design principles and standards for the whole of the borough that expand and provide further detail on the core policies in the Council's Islington Unitary Development Plan (UDP) 2002, and the London Plan 2004. The SPD also built upon Government advice contained in PPS1 (Planning Policy Statement 1) and other guidance including from the former Department for the Environment, Transport and the Regions.
- 3.2 The SPD has been a robust document that has been used to great effect by the Council. However, changes in national planning regulation and guidance, the evolving demographic profile of the borough, and emerging development trends and pressures on development, required a new Local Plan and guidance to amplify the policies therein.
- 3.3 In February 2011, the Council adopted the Core Strategy and in June 2013 the Development Management Policies. Together these documents wholly superseded the UDP. The Local Plan includes a number of policies that aim to ensure that Islington promotes and secures high quality design. Policy CS9 sets out at a strategic level how the Council expects new development to contribute to enhancing and protecting Islington's built environment, and Policy DM2.1 sets out specific requirements against which applications will be assessed in relation to design quality. It is the role of an SPD to provide further detailed guidance on these requirements and to advise applicants on the most effective ways of meeting them.
- 3.4 At the same time, PPS1 has been withdrawn and replaced by the NPPF (National Planning Policy Framework) and NPPG (National Planning Practice Guidance), which require Local Planning Authorities to ensure that developments:
 - respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation
 - are visually attractive as a result of good architecture and appropriate landscaping.
- 3.5 The NPPF also stipulates that design guidance should "*avoid unnecessary prescription or detail*" and that "*planning decisions should not attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness*".
- 3.6 The revised SPD therefore sets out general principles and precise objectives, describing more detailed design considerations and providing illustrative examples of good practice. To provide a comprehensive and holistic reference point, issues around sustainability and inclusion also need to be addressed. The structure of the document also needs to be altered to provide a more easily navigated point of reference for applicants and officers against the relevant Local Plan policies.
- 3.7 In addition, it also needs to be recognised that in a dense urban environment such as Islington, the ability to enlarge and adapt existing homes plays an important part in retaining diverse and balanced communities. At the same time however, it is essential that the Council maintains a strategic view, ensuring that new development is of a high standard; that it protects the interests of the whole

community, preserves and enhances the historic environment and is sustainable. The revised SPD therefore needs to take a balanced approach to the implementation of the design, inclusive design and heritage policies in the Local Plan.

- 3.8 Finally, the examples and photographs in the current SPD need updating and guidance which is included in other adopted documents (for example, the recently adopted Basement Development SPD) can also be deleted from the updated Urban Design Guide to avoid unnecessary repetition between SPDs.

Initial consultation

- 3.9 The approach in the draft SPD has also been informed by the consultation responses to the discussion paper. Detailed responses were received from The Islington Society, English Heritage, Montagu Evans, Savills and DOCOMOMO. There were 10 other, essentially single issue, responses and seven respondents to the online survey (all were local residents). Responses, broadly speaking, fell into the following categories:

- The level of prescription perceived in the advice given
- The precision of language used
- Resistance to gated development
- A desire to see greater emphasis on contemporary and alternative site layouts
- The importance of developments' environmental/thermal performance
- The economic realities of redevelopment/refurbishment/home/estate improvement
- The need for a relaxation of domestic design restrictions to meet burgeoning demand

- 3.10 A full analysis of the consultation responses is provided in the Regulation 12(a) Consultation Statement (attached at Appendix 2).

Purpose and content of the draft SPD

- 3.11 The draft SPD provides guidance on how urban design principles should be applied to ensure that new development successfully contributes to making the borough a better place. On adoption, it will be applicable to all new developments, including alterations and extensions to existing buildings.
- 3.12 The document is divided into five chapters, including an Introduction. Chapter Two sets out the planning policy context for development proposals and Chapter Three describes the character of the borough. Chapters Four and Five form the core of the document, with Chapter Four setting out the overarching principles which form the Council's approach to managing change in the borough and Chapter Five containing detailed design guidance to be considered when developing proposals.
- 3.13 To signpost which criteria of DM2.1A are covered by the SPD and which are covered in other SPDs, a table has been included in Chapter Two, alongside reference to other DM policies relevant to the achievement of high quality design on which the SPD also provides further guidance. Chapter Three is a new standalone chapter that has been produced to place the SPD in context and to articulate to applicants the Council's understanding of the character of the borough, as the starting point for design development. This is particularly important as the borough has changed rapidly over the past 10 years.
- 3.14 Chapter Four is also a new standalone chapter that sets out the four overarching principles – contextual, connected, sustainable, and inclusive - that together constitute high quality design. These are set out in the Local Plan but it is helpful to draw them together in the SPD and reiterate that they are not mutually exclusive.
- 3.15 Chapter Five forms the main part of the SPD updates and expands on the guidance in the current SPD as set out in the discussion paper. It is the main part of the SPD that applicants, developers and case officers will refer to for guidance on specific issues, for example site layout or acceptable approaches to roof extensions. The guidance on Shopfront Design has also been incorporated at the end of Chapter Five.

Consultation and adoption

- 3.17 Public consultation is scheduled to take place for an eight week period, and will include notifications to all those organisations and individuals registered on the planning policy consultation database (over 1700 registered) and copies of the SPD will be available for public viewing in all libraries. All representations received will be carefully considered, and detailed responses published in a Consultation Statement. Where appropriate, the draft SPD will be revised to take account of any relevant planning issues raised during public consultation. The Executive will then be asked to consider the comments received during public consultation and adopt the SPD in Autumn 2016.

4. Implications

Financial implications:

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

Legal Implications:

- 4.2 The draft Urban Design Guide SPD has been prepared in line with the relevant planning regulations. The principal statutory policy basis for the SPD is policy CS9 of the Core Strategy DPD and policy DM 2.1 of the Council's Development Management Policies DPD. There are also other DM policies relevant to the achievement of high quality design on which the SPD also provides further guidance.
- 4.3 The draft Urban Design Guide SPD will be subject to consultation in accordance with the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended). Following consultation and adoption, the SPD will be a material consideration in the determination of all relevant 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

- 4.4 The statutory policies on which the SPD is based have been subject to extensive Sustainability Appraisal at each stage of plan preparation. The Urban Design Guide SPD has therefore not been subject to Sustainability Appraisal because it does not introduce new policies; rather it supports implementation of Local Plan policies that have been sufficiently appraised in the SA of the Core Strategy and Development Management Policies DPDs.
- 4.5 A Screening Statement to determine the need for a Strategic Environmental Assessment (SEA) has been prepared, in accordance with the *Environmental Assessment of Plans and Programmes Regulations 2004* and *European Directive 2001/42/EC*. The screening has concluded that an SEA does not need to be prepared as the SPD does not introduce new policies and will not result in any additional significant effects to those already identified through higher level sustainability appraisals of the Local Plan documents adopted by Islington Council. The SPD will provide more detailed guidance to ensure that the potential positive effects identified within the Sustainability Appraisals for Islington's Local Plan documents are realised.

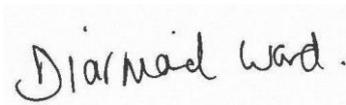
Resident Impact Assessment:

- 4.6 The Council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The Council has a duty to have due regard to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The Council must have due regard to the need to tackle prejudice and promote understanding.
- 4.7 A Resident Impact Assessment has been completed and this did not identify any negative equality impacts for any protected characteristic or any human rights or safeguarding risks.

5. Reasons for the recommendations / decision:

- 5.1 Once adopted, the SPD will be used by the Council to assess planning applications for all new development, including extensions and alterations to existing buildings. It will be a material consideration in the determination of planning applications in future years. The public consultation process therefore enables local people and other interested parties to engage with and feedback on the draft SPD.
- 5.2 Prior to its adoption, the draft SPD will be reviewed and as necessary amended in the light of any relevant planning concerns raised during the public consultation. However, the SPD cannot change adopted policies and will need to align with adopted Local Plan policies. Adoption of the SPD by the Council will provide greater certainty to both the local community and interested parties about the nature of development that is likely to be acceptable to the Council as a Local Planning Authority.

Signed by:



13 July 2016

Executive Member for Housing and Development Date

Appendices

- Urban Design Guide SPD – consultation draft (*to follow for Exec*)
- Urban Design Guide SPD – Regulation 12(a) Consultation Statement

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Urban Design Guide



Draft Supplementary Planning
Document

July 2016

HOW TO RESPOND TO THIS CONSULTATION

For an eight week period from **29 July 2016 to 23 September 2016**, the council is inviting comments on this Supplementary Planning Document with responses to be submitted as follows:

- In writing: Planning Policy Team, Freepost, RSEA-CUHA-YYAS, Planning Policy, Islington Council, 222 Upper Street, London N1 1XR
- By e-mail: LDF@islington.gov.uk
- Online: [\[insert hyperlink\]](#)

The council will consider all responses received but please note that the content of the SPD must be clearly linked to policies in Islington's Local Plan, although responses without a clear planning link may still be useful in terms of setting general context.

Where appropriate, please cite evidence to support any comments.

If you wish to discuss the proposed SPD, please contact Islington Council's Planning Policy Team on 020 7527 2720/6799 or e-mail LDF@islington.gov.uk

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1 INTRODUCTION

1.1 Status of this document

- 1.1.1 The Islington Urban Design Guidance Supplementary Planning Document (SPD) provides guidance on how urban design principles should be applied to ensure that that new development successfully contributes to making the borough a better place. It is applicable to all new developments, including alterations and extensions to existing buildings.
- 1.1.2 This SPD does not create new policy; but interprets and provides further guidance based on Islington's existing adopted Development Plan policies and will be an important material consideration in helping the council to make decisions on all planning applications. Figure 1 visualises the relationship between Islington's Development Plan, Local Plan and SPDs.

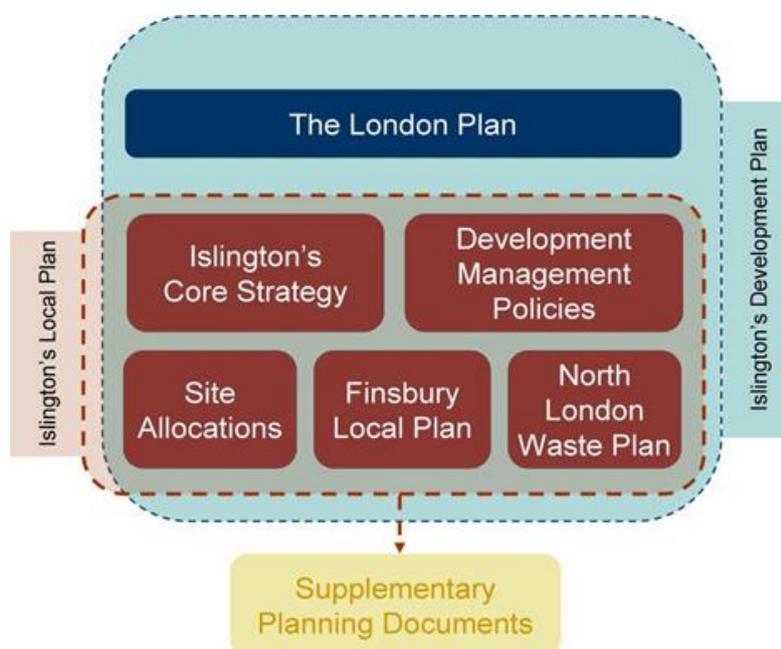


Figure 1 Relationship between SPDs and Islington's Local Plan and Development Plan

- 1.1.3 The SPD is intended to provide clarity for planning officers and developers, as well as any other interested stakeholders and is consistent with the National Planning Policy Framework (NPPF) paragraph 153. The SPD was subject to pre-consultation process in 2015 in accordance with the statutory consultation requirements, and the results of that consultation have been taken into account in producing this draft SPD.
- 1.1.4 Policy CS9 of the Core Strategy (2011), *Protecting and enhancing Islington's built and historic environment* sets out how, at a strategic level, the Council expects new development to contribute to enhancing and protecting Islington's built environment, making it safer and more inclusive. This includes identifying that areas within the south of the borough may contain some sites suitable for new tall buildings; the Finsbury Local Plan (2013) identifies these sites in Policy BC9. Policy CS9 also identifies that detailed guidance on urban design is provided in this SPD.

- 1.1.5 The Development Management (DM) Policies (2013) provides more detailed policies to ensure the Core Strategy is effectively implemented. Policy DM2.1 *Design* is the key policy against which applications will be assessed in relation to design quality, and this SPD has been structured to provide guidance on how to successfully meet its requirements. Policy DM2.1A states that:

All forms of development are required to be of high quality, incorporate inclusive design principles and make a positive contribution to the local character and distinctiveness of an area, based upon an understanding and evaluation of its defining characteristics. Permission will be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions.

- 1.1.6 It goes on to state that for a development proposal to be acceptable, it is required to satisfy 13 criteria. To avoid unnecessary repetition with already adopted SPDs, this document focuses on providing further guidance on how to successfully satisfy the criteria of DM2.1A that are not addressed by other SPDs, as set out in Figure 2.
- 1.1.7 In this way, the SPD complements and should be read alongside other SPDs on [Inclusive Design](#), [Environmental Design](#), [Inclusive Landscape Design](#), [Basement Development](#) and the council's [Streetbook](#), the last dealing with issues pertaining the public realm including landscaping. The SPD focuses on providing a reference point for development across the borough. Within Conservation Areas, applicants will also need to refer to the relevant [Conservation Area Guidance](#).
- 1.1.8 While this SPD is structured to assist applicants in satisfying the provisions of the borough's primary design policies, applicants should be aware that there are other DM policies relevant to the achievement of high quality design on which this SPD also provides further guidance. These include:

- DM 2.2 Inclusive design
- DM 2.3 Heritage
- DM 2.4 Protected views
- DM 2.5 Landmarks
- DM 3.3 Residential conversions and extensions
- DM 3.4 Housing standards
- DM 3.5 Private outdoor space
- DM 4.8 Shopfronts
- DM 6.2 New and improved Open Spaces
- DM6.3 Protecting open space
- DM 6.5 Landscaping, trees and biodiversity
- DM 7.1 Sustainable design and construction
- DM 7.4 Sustainable design standards
- DM 8.1 Movement hierarchy
- DM 8.2 Managing transport impacts
- DM 8.4 Walking and cycling

Policy DM2.1A Requirement		Further Guidance in IUDG?
(i)	be sustainable durable and adaptable;	Yes. Refer also to Environmental Design SPD
(ii)	be safe and inclusive;	Refer to Inclusive Design SPD
(iii)	efficiently use the site and/or building;	Yes. Refer also to the Mayor of London's Housing SPG.
(iv)	improve the quality, clarity and sense of spaces around or between buildings;	Yes
(v)	enhance legibility and have clear distinction between public and private spaces:	Yes
(vi)	improve movement through areas, and repair fragmented urban form	Yes
(vii)	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;	Yes
(viii)	reinforce and complement local distinctiveness and create a positive sense of place;	Yes
(ix)	sustain and reinforce a variety and mix of uses;	Yes
(x)	provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook;	Yes
(xi)	not unduly prejudice the satisfactory development or operation of adjoining land and/or the development of the surrounding area as a whole;	No
(xii)	consider landscape design holistically as part of the whole development. Landscape design should be set out in a landscape plan at an appropriate level of detail to the scale of development and address the considerations outlined in Appendix 12 of this document;	Refer to DM Appendix 12 and Inclusive Landscape Design and Streetbook SPDs
(xiii)	not result in an unacceptable adverse impact on views of local landmarks.	Refer to DM Policy 2.5 Landmarks and Mayoral guidance

Figure 2 Relationship of SPD guidance to Policy DM2.1A requirements

1.2 How to use this document

- 1.2.1 This document is divided into five chapters, including this Introduction. Chapter Two sets out the planning policy context for development proposals and Chapter Three describes the character of the borough. Chapters Four and Five form the core of the document, with Chapter Four setting out the overarching principles which form the Council's approach to managing change in the borough and Chapter Five containing detailed design guidance to be considered when developing proposals.
- 1.2.2 For designers, developers and planning officers, clarity and transparency are essential. However, absolute prescription is inappropriate as every site and context is unique. To achieve the necessary lucidity, brevity and flexibility - and in line with many other design guides and SPDs – the focus of the SPD is on the design process, with policy requirements broken down into a number of specific and measurable objectives to make clear the Council's expectations regarding design outcomes.
- 1.2.3 Depending on the application type, objectives can be met in various ways. Chapter Five sets out how to deliver an acceptable development proposal in accordance with Development Management Policy DM2.1A.
- 1.2.4 For example, DM2.1A(v) sets out that all forms of development are required to *'enhance legibility and have clear distinction between public and private space'*. The SPD provides further guidance on this policy requirement by breaking it down into objectives against which a planning application will be assessed:
- Development should define and/or enclose space
 - Development should be coherent, well connected and promote community safety
 - Development should provide a suitable backdrop to the public realm
- 1.2.5 In order to that these are satisfied in a way that achieves the desired outcome of the policy and is appropriate to the borough, Chapter Five sets out detailed advice in the form of specific design considerations that should be taken into account; for ease of reference these are set out in full in Appendix A, as well as included within the relevant sub-sections.
- 1.2.6 For example, to ensure that DM2.1A(v) is satisfied, proposals should demonstrate that they have taken into account:
- The necessary elimination of concealment opportunities that undermine community safety and security
 - The provision of legible, unobstructed pedestrian routes
 - How permeability can be enhanced to deliver accessible and convenient routes through open spaces, which promote walking and cycling and attract diverse users
 - How development is integrated within the existing urban grain and the associated isolation, of gated communities, avoided
- 1.2.7 In addition to these considerations and associated advice, good practice examples are also provided to illustrate how schemes have successfully delivered the objectives in a range of circumstances.

1.3 Applying for planning permission

- 1.3.1 Development Management Policy DM2.1B sets out that development proposals are required to demonstrate how they have successfully addressed the elements of the site and its surroundings through submission of drawings and a written statement. The level of detail required a proposal is dependent on the size, type and location of the new development, and its impact on the local area.
- 1.3.2 The Council's [Local Validation Requirements](#) set out the informational requirements to support different types of planning application. It is a national requirement that all major developments, applications in relation to Listed Buildings and new dwellings within a Conservation Area submit a Design and Access Statement. Design and Access Statements allow the applicant to demonstrate that their proposal is based on a thorough design process. A key part of the statement is an explanation of how local context has influenced the final design, which is of particular importance in evidencing compliance with Policy DM2.1.
- 1.3.3 When developing proposals and commissioning the design team, it is advisable to appoint RIBA/ARB-registered architects with an understanding of the local context. For large sites that require a masterplanned approach, applicants should consider the merit of appointing different architects to work on the different plots/buildings within the masterplan to bring variety and a finer grain to large sites. Applicants are also encouraged to consider ways of supporting new ideas and innovation in the built environment when developing their proposals, for example design competitions.
- 1.3.4 The council offers a [Pre-application Advice Service](#) for all applicants. Particularly for householder applications, it is recommended that applicants engage with neighbours at an early stage, giving interested parties sufficient information to enable them to properly consider the proposal.
- 1.3.5 As recommended by Government, the Council also convenes a [Design Review Panel](#) to provide independent assessment of large scale proposals and to support high standards of design.
- 1.3.6 To support the retention of historic features, the Council has produced a series of Guidance Notes focusing on the technical issues associated with the maintenance of original features in period buildings. While many of the guidance notes refer specifically to Listed Buildings and buildings with Conservation Areas, the advice contained within the guidance notes is relevant to all period properties in terms of providing practical advice on methods of enhancing or restoring original features.
- 1.3.7 Most alterations to a shopfront require planning permission, with the exception of repainting, reglazing or repairing a shopfront. Where alterations do not require planning permission, those carrying out the alterations are nevertheless encouraged to take account of the guidance in the Shopfront Design sections, particularly for conversions of retail premises to residential, to enable alterations to make a positive contribution to the local area.

2 PLANNING POLICY CONTEXT

Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

~ **National Planning Policy Framework**, paragraph 56

2.1 National planning policy and guidance

- 2.1.1 Securing good design is a key element of delivering sustainable development and a core principle of the National Planning Policy Framework (NPPF). Paragraph 64 of the NPPF is unequivocal that planning permission *‘should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions’*.
- 2.1.2 The NPPF is also clear that good design goes beyond aesthetic considerations and that policies and decisions need to *‘address the connections between people and places and the integration of new development into the natural, built and historic environment’* (paragraph 61). This approach requires design policies which are grounded in an understanding of an area’s defining characteristics as well as based on stated objectives for the future of the area.
- 2.1.3 However, promoting and reinforcing local distinctiveness does not mean that local policies should seek to impose particular architectural styles or development forms across an area, thereby stifling innovation or originality. Paragraph 65 of the NPPF recognises that well-designed buildings which promote high levels of sustainability should be considered positively, even where there are concerns about incompatibility with an existing townscape. In other words, both pastiche and unnecessary prescription are to be avoided to ensure that design policies contribute positively and concurrently to the three dimensions of sustainable development.
- 2.1.4 Planning Practice Guidance (PPG) is an online resource which provides further guidance on the interpretation and implementation of the NPPF. Of critical importance to the development of local policies is the guidance that design should not be the preserve of specialists. To make design a more transparent and accessible part of the planning process, local authorities should establish *‘sound, clear and easy to follow design policies and processes for use by both developers and local communities’* (Reference ID: 26-005-20140306).
- 2.1.5 PPG (Reference ID: 26-006-20140306) also recognises good design can have a positive impact on a range of economic, social and environment objectives and that, as such, planning policies should seek to ensure that the physical environment supports these objectives, with due consideration given to promoting:
- local character (including landscape setting)
 - safe, connected and efficient streets
 - a network of greenspaces (including parks) and public places
 - crime prevention
 - security measures
 - access and inclusion
 - efficient use of natural resources
 - cohesive & vibrant neighbourhoods

2.2 London policy

- 2.2.1 The [London Plan](#) includes a number of policies, both strategic and in relation to planning decisions, for facilitating high quality design, building on the positive elements of places to help inform the future enhancement and development of an area. Chapter 7: London's Living Places and Spaces contains the bulk of the policies. The *Minor Alterations to the London Plan* (MALP, 2015) adopted the Government's nationally described space standards for all homes and applied optional building regulation M4(2) to 90% of homes and optional building regulation M4(3) to 10% of new homes.
- 2.2.2 The achievement of these policies is further supported by a number of Mayoral SPGs. The *London View Management Framework SPG* (2012) identifies four classifications of views: London Panoramas, Linear Views, River Prospects and Townscape Prospects, and sets out the specific characteristics of each that contribute to the appreciation of London at the strategic level. Five protected vistas pass through Islington, forming a strategic constraint on development.
- 2.2.3 *The All London Green Grid SPG* (2012) provides guidance for designing and managing green and open spaces to bring about previously unrealised benefits, with the aim of increasing the delivery of green infrastructure for London. It focuses on four strategic elements - river and landscape corridors; established open spaces and opportunities for creating new parks; existing and proposed green connections and corridors; and designated and protected landscapes – to create a high quality multifunctional green infrastructure network of interlinked, multi-purpose spaces.
- 2.2.4 The *Character and Content SPG* (2014) sets out an approach to understanding character and context so that this evidence can help to guide change in the planning and design process in a way which is responsive to individual places and locations. It is central to the implementation of many of the policies in Chapter 7 of the London Plan, particularly Policies 7.1 Lifetime Neighbourhoods and 7.4 Local Character.
- 2.2.5 The *Town Centres SPG* (2014) provides guidance on the implementation of London Plan Policy 2.15 Town Centres and other policies in the Plan that make specific reference to town centre development and management. Islington has four designated town centres.
- 2.2.6 The [Housing SPG](#) (2016) identifies the different sources of housing capacity that have to be explored if the London Plan's targets are to be achieved, explaining the balance which has to be struck between numbers, creating attractive places to live and respecting the character of surrounding areas. Part Two of the SPG addresses the quality and design of housing developments by setting standards that apply at neighbourhood scale as well as to individual dwellings.
- 2.2.7 The [CAZ SPG](#) (2016) provides guidance to ensure that the right balance is struck in different parts of the CAZ between its strategic activities – including business, culture, entertainment, shopping and tourism – and more local uses such as housing. The south of the borough, including part of Angel Town Centre, is within the CAZ.

3 ISLINGTON'S CHARACTER

Distinctiveness is not solely about the built environment – it also reflects an area's function, history, culture and its potential need for change.

~ **Planning Practice Guidance**, 26-020-20140306

3.0.1 Character is defined by the Local Plan as '*individual distinctiveness created from a combination of natural and built elements with historic, socio-economic and other factors*'. An understanding of Islington's current character is essential to directing and shaping future development in a sensitive and incremental manner. This approach recognises the particular role and function that each area has, and could have, within the borough and the opportunities available for growth. Islington's character is best understood as a rich tapestry arising from the street patterns, built form, land uses and activity levels that defined the area during key periods in the borough's history.

3.1 Historical Development

Early history

- 3.1.1 The historic hamlet of Islington, focused on the area now known as Angel, is mentioned in an early Anglo-Saxon charter, and in the Middle Ages most of the land belonged to religious institutions. After the dissolution of the monasteries (1536-1540), much of it was given to aristocratic families. By the 17th century, Islington had grown from a hamlet into a village, spreading along Upper Street and Lower Road (now Essex Road) where these diverged from the High Street at Islington Green. Like Newington Green to the north, Islington Green was a common area of land where local farmers had grazing rights; the fields around the village were farmed for dairy which supplied London.
- 3.1.2 Clerkenwell, in the south west of the borough, also has a long history and retains its medieval street pattern to this day. The area originally developed as an adjunct to the Roman City, hosting a range of activities that were not permitted within the City wall including livestock markets, metalworks, breweries and monasteries. The Charterhouse, the remains of the Priory Church of St John of Jerusalem, St John's Gate and Clerk's Well survive as reminders of the area's strong monastic traditions beginning in the 12th century. The traditional starting point for the Great North Road, the main highway between London, York and Edinburgh, was Smithfield Market, with Islington as an important staging post on the route.
- 3.1.3 In the 17th century Clerkenwell became famous as a resort where Londoners came to enjoy its spas, tea gardens and theatres – a retreat from the metropolis. Place/street names such as Bowling Green Lane and Spa Green reflect these historic leisure uses; Sadler's Wells Theatre, opened in the 1680s and rebuilt five times, has survived as heir to this tradition. Whitecross Street Market also dates from this time. Clerkenwell is also the site of the New River Head Reservoir, the termination point of the New River Canal built in 1609 to supply London with fresh water from springs in Hertfordshire.
- 3.1.4 Otherwise the borough was comprised of small hamlets, such as Newington Green (the home of the English Dissenters in the 17th century); manor houses, of which only remnants of Canonbury remain; scattered houses; and farmland. London's oldest surviving brick terrace, no. 54 the Green, dated 1658, is located in Newington Green. Buildings of this time were constructed from timber, stone, red brick and clay tiles. Narrow plot widths to buildings existing today are often a reminder of buildings from this period which would have been gable fronted.

Georgian Era

- 3.1.5 In the 18th century much of Clerkenwell and most of the historic village of Islington was redeveloped to accommodate growth; public houses and inns were a common feature of the village. Both the population and the speed of building began rapidly expanding near the end of this period, with the agricultural land surrounding the redeveloped areas being converted to residential areas.
- 3.1.6 London's first bypass, the New Road from Paddington to Islington, was constructed in the 1750s (the section from Kings Cross renamed Pentonville Road in 1857) and City Road extended this route to the edge of the City of London in 1761. To open up new areas to development, a private company was established in 1826 to build a road connecting King's Cross to Holloway Road – the present day Caledonian Road. The Camden to Limehouse section of the Regent's Canal opened in 1820, with the privately opened City Road Basin playing a pivotal role in moving coal and building materials.
- 3.1.7 In Clerkenwell, edge-of-city trades such as jewellery, printing, papermaking and watchmaking occupied the area, alongside residential townhouses and, from the mid-1700s, breweries and gin distilleries. Mount Pleasant gained its name in the early years of this period, as it was a large dumping ground for ashes and waste from the City; in 1794 it was cleared to allow construction of the largest jail of the time, Middlesex House of Correction, to house 1800 inmates.
- 3.1.8 New residential developments of squares, terraces and semi-detached villas aimed at the middle classes were built to the north of Clerkenwell and in Barnsbury, Canonbury and Highbury, arranged off the main north-south routes through the borough. Much of the residential development was speculative building towards the end of the period and into the next, with individual landowners seeking to take advantage of new demand for houses from the expanding middle class seeking 'fresh air'.
- 3.1.9 The London Building Acts meant that buildings of this period were standard in form but with variation of detail. These classically inspired houses were consistently well proportioned three to four storeys over semi-basements, with regular fenestration and 'London' or 'butterfly' roofs concealed by a parapet to the front. More modest terraced housing of two or three storeys with rear gardens was also built on the periphery of these areas to house the lower middle



The Charterhouse



St John's Gate



No. 54 The Green



Old Sessions House



Canonbury Square

and artisan classes.

- 3.1.10 Public buildings constructed during this period also took a classical form. Surviving examples include the grand Old Sessions House (1780) on Clerkenwell Green and the more modest Welsey's Chapel (1778) on City Road. Materials characteristic of Georgian architecture include yellow stock bricks, stucco, slate roofs and cast iron railings.

Victorian and Edwardian Eras

- 3.1.11 The increase in the population and speed of building near the end of the Georgian period continued at pace into the 19th century, and by the end of the period the entire borough had been urbanized. The introduction of tramways and the expansion of the passenger railways stimulated residential development in the borough, with new arterial routes/stations opening throughout the period, and the majority of the borough became or stayed residential during the industrial revolution.

- 3.1.12 The North London Railway (NLR) opened the Camden Road to Dalston suburban line via Highbury in the 1850s, and was extended the line to Broad Street in 1865. The East Coast Mainline from King's Cross to the north was built by the Great Northern Railway (GNR) in the 1840/50s with the station at Finsbury Park opening in 1961. Although the Great Northern & City Line (GN&CL) built its tunnels large enough to provide a new terminus for the GNR at Moorgate, this did not materialize and the service opened at the turn of the century as a shuttle service from Finsbury Park instead.

- 3.1.13 The first decade of the 20th century saw the opening of several stations on the new Piccadilly and Northern lines which terminated in the borough. The station buildings along these lines were designed by Leslie Green in the Arts and Craft style with distinctive oxblood terracotta tiled facades, semicircular first floor windows and patterned tiled interiors. Many of these stations are now Grade II Listed, including Holloway Road and Caledonian Road. The City and South London Railway opened Angel Station (named after the long-established pub) as the new terminus for the deep-level tube railway from Moorgate; the station became a through-route with the subsequent extension of the line to Euston.

- 3.1.14 The main roads through Islington such as Holloway Road became lined with shops, typified by traditional shopfront design of the period. Pubs of this period often served as landmarks in the local area with their highly decorative design, and many survive today.



Highbury Station as it was originally built.



Distinctive warehouses in the Clerkenwell area



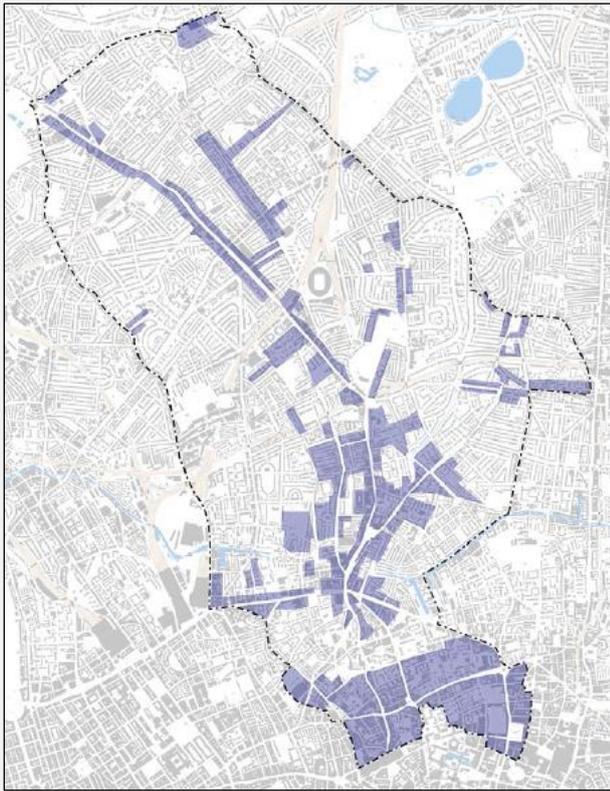
Grand late Victorian building overlooking Finsbury Square



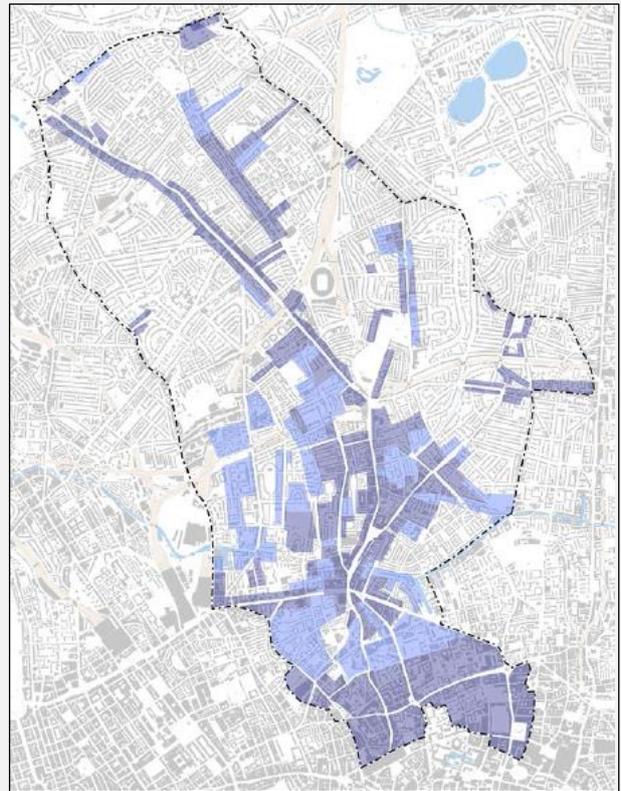
Red brick terraces on Baalbec Road, typical of the later Victorian period

The opening of the Royal Agricultural Hall in 1862 was accompanied by the construction of high pavements on Upper Street and Liverpool Road to protect pedestrians from the splash from the large number of animals using the road to reach the Hall. Exmouth Market was established in the last decade of the 19th century, and although Whitecross Street Market continued to operate the area around it was in poverty.

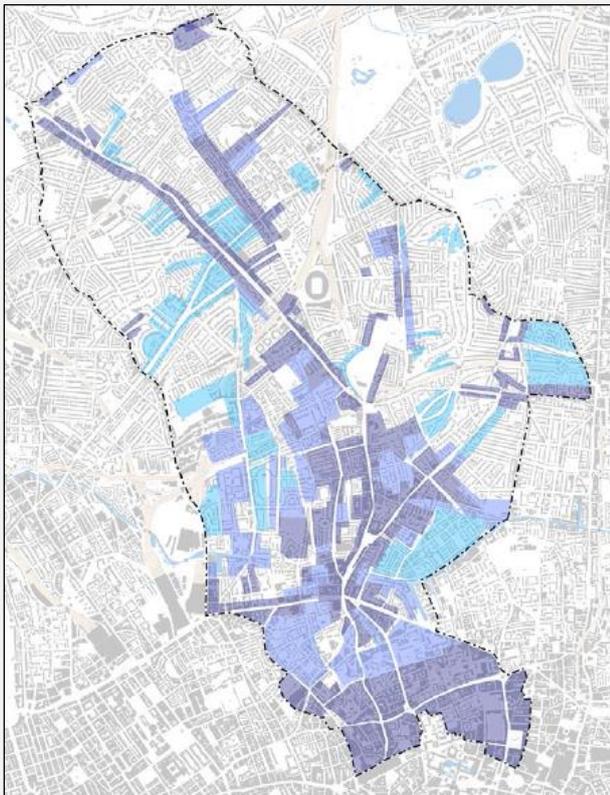
- 3.1.15 Public buildings of the time were particularly ornate, using a number of styles and incorporating new materials such as terracotta and glazed brick in purpose-built facilities. Notable examples include the Old Finsbury Town Hall (Roseberry Avenue, 1895), Moorfields Eye Hospital (City Road, 1899) and the Leysian Mission (City Road, 1904). The London School Board undertook a massive London-wide school building programme during this period, constructing impressive school buildings in red brick; these were often that the surrounding development, punctuating the stock brick residential terraces. Highbury Fields and Finsbury Park were both created as public parks during this period; the latter was created three miles to the north to serve the population in the overcrowded south of the borough where there were no sizeable green spaces.
- 3.1.16 The south of the borough continued to be a focus for commercial and industrial activities, with distinctive warehouses and factories constructed in Clerkenwell, characterized by polychromatic brick and blue Staffordshire engineering brick, introducing a new development typology with a larger footprint to the narrow streets of the area. While some industrial uses did establish around the new railway sidings/depots, for example at Drayton Park and Kings Cross, the borough accommodated mostly small, artisan industries.
- 3.1.17 The early Victorian period saw the completion of many of the residential areas first established in the previous period around Islington village, with Barnsbury and Canonbury completed mid-century. Stylistically, early Victorian buildings were a continuation of the Georgian style. Mildmay Park is typical of the form of development in the early Victorian period, with substantial stucco properties on the main thoroughfares and smaller two-storey terraced houses on the cross streets. Increased pressures on land towards the end of the period meant squares, a common feature of Georgian residential development for the middle classes, were no longer created and very little semi-detached housing was constructed.
- 3.1.18 Greater architectural diversity existed towards the end of the Victorian period, within the general form of well-proportioned terraced housing with regular fenestration. The early preference for yellow stock brick was replaced by cream-coloured yellow gault brick in the 1860s, which was then displaced by a fashion for red brick in the 1880s. The classically inspired housing designs of the 1840s and 1850s were replaced with Italianate designs in the 1860s and from the 1880s a number of styles influenced housing including Gothic, Arts and Crafts and Queen Anne Revival. Diversity in roof forms arose, primarily pitched but also some gabled roofs.
- 3.1.19 While the closely packed, two- and three-story terraced housing characteristic of the Victorian period was designed for single family occupation, the changing population profile of the borough meant houses were often converted to boarding houses or subdivided and occupied by multiple families when the intended purchasers did not materialise. The construction of the railways enabled commuting into the City from a greater distance so as the century progressed, in common with many areas of inner London, the middle classes increasingly moved beyond Islington to cleaner, more spacious suburbs and the borough suffered decline.



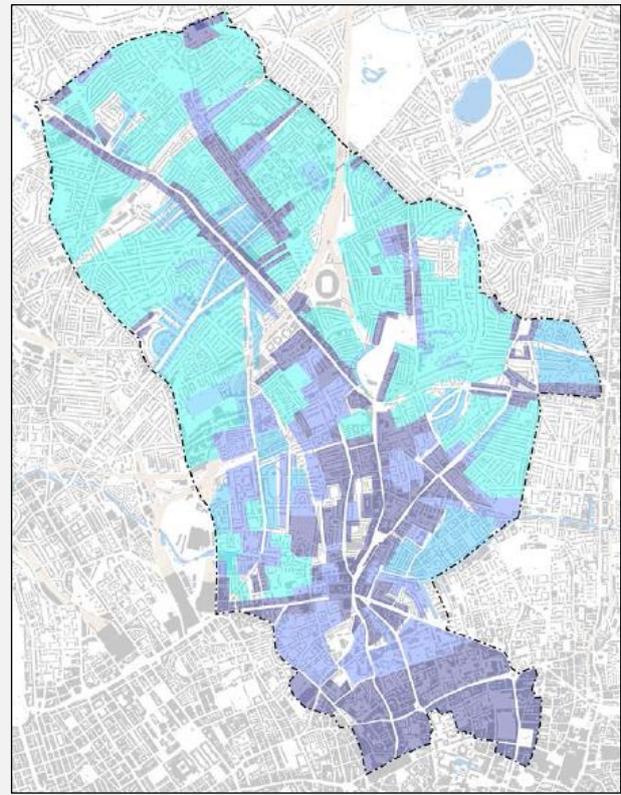
1805



1841



1862



1900

*Figure 3 Rapid urbanisation of the borough occurred in the 19th century
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3.1.20 Towards the end of the century five/six storey mansion blocks with shared facilities had begun to appear as a means of replacing the worst slums in the south of the borough with purpose-built housing for the working classes. These were provided by either private trusts such as Peabody (for example, Whitecross and Rosecose Street estates, 1884, population c. 4000) or the newly established (1889) London County Council (LCC), both of whom were enabled to undertake slum clearance schemes due to new housing legislation in 1875. Peabody housing was constructed in a distinctive pared back Italianate style using yellow stock brick, and most later privately constructed mansion blocks were in Queen Anne Revival style constructed in red brick.

The Interwar Period

3.1.21 The period between the wars was characterised by the development of grand commercial and public buildings, and the continuation of slum clearance programmes to improve housing conditions in the south of the borough. There was little change in the built form and spatial development pattern of the borough established during the previous period, although new forms of development began to emerge near the end of the period, their design reflecting the social needs of the time.

3.1.22 Public buildings were predominantly constructed in a stripped down Neoclassical style, as seen at Islington Town Hall and Clerkenwell Court. Commercial buildings also maintained a classical design such as the grand Portland stone examples in areas such as Finsbury Square. Other fine examples of the richness and variety encompassed by the interwar period include the art deco Highbury Stadium (constructed for Arsenal Football Club, who relocated to Highbury in 1913) and monumental cinemas constructed of distinctive faience on Essex Road, Seven Sisters Road and Holloway Road. In contrast, the most notable public building of the period is the revolutionary modernist Finsbury Health Centre which was a precursor to an entirely new architectural language; opened in 1938, the Centre integrated all services in one place in a specially designed building based on Lubetkin's belief that '*nothing was too good for ordinary people*'.

3.1.23 Residential rebuilding programmes continued to focus on mid-rise apartment blocks, although a general lack of housing construction in the south of the borough meant that this area continued to suffer from severe overcrowding; Ironmonger Row Baths was opened in 1931 as a public wash house for the working classes. While some private art deco apartment blocks – including balconies, a new feature for London properties – were constructed, and plans for public housing in the modernist style drawn up to clear decaying older housing, these plans were not realised until after the second world war. Both the Piccadilly and Northern lines were extended during this period, furthering opening up suburban residential areas beyond the borough.

Post war reconstruction

3.1.24 Much of the south of the borough was destroyed by the Blitz, and the extent of the damage necessitated large-scale redevelopment. Immediately following the end of the war, plans for rebuilding were drawn up in continuity with the principles espoused by the modernism of the previous period – a built form based on the virtues of good day lighting and intelligent planning. For example, Spa Green Estate, designed by Lubetkin in 1938 and completed in 1949, had originally been designed as part of a slum clearance programme, and was partly destroyed by bombing.

3.1.25 The population of Islington greatly decreased in the post-war period, with better off residents moving to the outer suburbs to escape the damage and the deindustrialization of the south of the borough. Redevelopment therefore focused on

reducing densities with mixed estates of low- and mid-rise terraces/buildings and multistorey tower blocks in communal gardens; from the 1960s onwards these were designed to accommodate high levels of car parking and garages which were not a feature of earlier redevelopment. By the end of the period, nearly half of the borough's residential areas had been redeveloped in this form.

3.1.26 The shortage of building materials and skilled labour led to new forms of cost-effective construction being developed, notably the use of pre-cast reinforced concrete and steel load bearing structures within a simplified design of plain facades with wide windows. The scale and ambition of redevelopment projects increasingly meant that later schemes were often constructed quickly of poor quality materials and new approaches proved expensive to maintain, particularly the new systems that provided communal heating and hot water. These new forms of development also had unintended consequences, for example garages at street level and high level walkways lacked natural surveillance and often led to antisocial behaviour.

3.1.27 As with residential redevelopment, the extent of bomb damage and new ideas about urban planning catalyzed ambitious plans for improvement of transport infrastructure in the borough. To improve traffic on the A1, plans were drawn up to construct dual carriageways through much of the borough. Old Street, Highbury and Archway gyratory were developed but the wider plans were eventually shelved; these plans to demolish blighted many communities. The brutalist Archway Tower, developed as offices in the 1960s, is the most prominent reminder of the approach to town centre redevelopment associated with this period. The opening of the Victoria Line in 1968 and the quadrupling of the NLR line between Camden Town and Dalston Junction further improved the connectivity of the borough.

3.1.28 It was also during this time that the conservation movement gained momentum, with notable individual buildings first listed in the 1950s, and much of the borough's Georgian and Victorian housing stock included in conservation areas from the late 1960s. Camden Passage Antiques Market was founded in the 1960s and the King's Head Theatre on Upper Street was founded in 1970 as the first pub theatre in the UK; the Upper Street area also became a focus for the radical left in the 1970s. Live music venues, artisans industries, galleries and theatres thrived.

3.1.29 By this time, Ruth Glass had already coined the term 'gentrification' to describe the social changes she



Islington Town Hall



Finsbury Health Centre



Andover Estate



Six Acres Estate – old and new



N1 Centre

observed in Islington as an influx of the middle-classes residents, who purchased Georgian/Victorian properties for single family owner-occupation, displaced working class tenants. This rehabilitation was partly triggered by the 1959 Housing Purchases and Housing Act, which identified £100 million of investment for rehabilitating older properties and infrastructure; this allowed for investment in areas where previously banks would not offer finance.

Urban Renewal

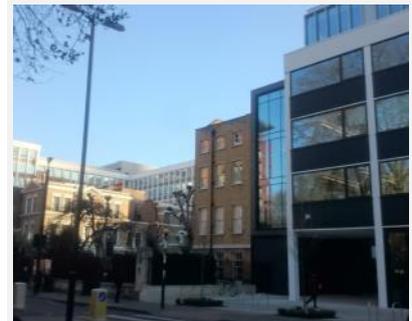
- 3.1.30 With the process of gentrification continuing at pace into the 1980s and 1990s, the changing demographics of the borough began to transform Islington's character once again. Upper Street established itself as a vibrant shopping street with independent boutiques and restaurants, housed in the characteristically narrow shopfronts established in Victorian times, complemented by the conversion of the Royal Agricultural Hall (largely empty since the war) to the Business Design Centre in 1986 and the opening of the N1 shopping centre in 2002.
- 3.1.31 Clerkenwell, with its abundance of vacant warehouses and commercial properties arising from the loss of industry during the previous period, became a highly attractive location for consultancies, charities, design and creative firms as these characterful buildings were easily and attractively converted to studios, showrooms and offices. At the same time, the fashion for loft living saw many former warehouse properties in the area converted to residential. With an increasing residential and business population, the variety of services and amenities also increased. In the mid/late 1990s the area around Exmouth Market began to be populated by cafes opening up onto the street, and the long-closed street market was reinstated in 2006.
- 3.1.32 Elsewhere in the borough, larger-scale change was driven by the need to ensure that all residents benefited from the increasing development pressure in the borough. The 10-year EC1 New Deal programme focused on tackling the high levels of deprivation in the area adjacent to the City of London, including the run-down physical environment, and estate regeneration and densification programmes (for example, at Packington and Market estates) greatly improved the quality of social housing in the borough. These schemes focused on rectifying the shortcomings of postwar planning by returning to a street based layout with active uses at the ground floor, and placing communities at the centre of redevelopment proposals.
- 3.1.33 While the quality of some new development in the 1980s and 1990s did not fully respond to the available opportunities, for example low-rise, low-density uses such as supermarkets that underuse highly accessible sites with unimaginative design, more recent redevelopments have delivered quality alongside much wider benefits. The redevelopment surrounding Kings Cross has successfully capitalised on the industrial heritage of the area in Regents Quarter, and the City Road masterplan secured public access to the Basin for the first time in its history. The Arsenal Stadium redevelopment included significant inward investment into the local area, including job creation and new waste facilities alongside 2,500 new and refurbished homes.

3.2 Understanding Islington Today

3.2.1 The continual development and redevelopment of the borough over time has resulted in place defined by its diversity and multiplicity of roles despite its small size, from formal Georgian residential squares that have remained largely unchanged for hundreds of years to cutting edge office buildings that house the international finance and investment companies powering London's global city status. The result of the borough's location at the edge of the City of London and generally attractive character with a wealth of heritage assets is a high level of development pressure and the corresponding need for the borough to provide for its multiplicity of roles in a way which further enhances its local character and distinctiveness.

3.2.2 The densely developed nature of the borough is based on buildings of eclectic and diverse architecture and age, which creates an exceptionally fine-grained character experienced at a human scale despite the borough's central/inner London location. The spatial development pattern established in the 19th century is still largely intact, with busy mixed use town centres at key junctions and arranged along the main north-south routes through the borough complemented by smaller local centres interspersed amongst largely residential neighbourhoods. These areas, in combination with scattered business centres, often in historic premises, provide important accommodation for the micro, small and medium businesses that are central to the local economy.

3.2.3 The south of the borough is within the Central Activities Zone (CAZ) and the central, high density employment dominated areas of the Clerkenwell, King's Cross and Old Street/City Road area reflect these areas' contribution to supporting London's global city role and in particular the emerging role of tech and creative industries in driving the national economy. All of these areas are characterised by traditional street patterns with predominantly medium building heights, although the latter has two clusters of tall building at the City Road Basin and Old Street roundabout. The halo effect from the regeneration of King's Cross and expansion of Tech City Shoreditch, combined with the imminent opening of Crossrail at Farringdon, has further focused interest on this area. The Vale Royal/Brewery Road industrial area, on the edge King's Cross, has established clusters of live event and music orientated businesses and catering



operations that service central London.

3.2.4 Elsewhere in the borough, other than at Archway where redevelopment in the mid-20th century resulted in larger building footprints and heights, the majority of the borough's historic town centres and shopping streets are composed of predominantly low and medium rise buildings, with heights generally increasing towards the core of the centres and massing arranged along the street frontages in narrow plots; backland sites within this general perimeter block arrangement generally do not accommodate significant built development. These areas also make a significant contribution to the borough's cultural offer and evening economy, with Angel/Upper Street a well-established hub and Finsbury Park emerging as a destination in its own right with the opening of the Park Theatre, and Archway and Highbury Corner will be further improved with removal of the gyratory system.

3.2.5 The majority of the borough's land area is covered by established residential neighbourhoods, which are broadly split into two types. The first are those residential areas predominantly development in the 18th and 19th centuries with traditional street patterns and low to medium building heights, the majority of which are included within conservation areas. The second are those residential areas predominately developed in the mid-20th century with open block development and medium to tall building heights, although in recent years many of these areas have had traditional street patterns reintroduced through carefully designed estate renewal and infill programmes that sensitively increase densities. The sole large-scale new residential neighbourhood is centred on the Arsenal redevelopment.

3.2.6 Street based activity and a dynamic mix of uses makes Islington a vibrant place to live work and enjoy, and the diversity of the borough's land uses and built form is mirrored in the diversity of its people. However, this vibrancy and diversity exists alongside significant challenges - Islington is a very unequal place with rising inequality and high levels of poverty. In response to this, the Islington Fairness Commission was set up in 2010 to look into how to make the borough a fairer place, and as a result of the recommendations fairness is central to all that the council does. The creation of a fairer borough to ensure that all residents benefit from the thriving economy and central location is a crucial issue for Islington today and into the future.



4 KEY PRINCIPLES FOR HIGH QUALITY DESIGN

Urban design is often a matter of adopting good manners, recognising that every building is part of a greater whole

~ **By Design: Urban design in the planning system, CABE**

- 4.0.1 In practice, achieving a good design outcome involves an integrated approach. An essential role of urban design is to make the connections and identify shared solutions that resolve various different, and sometimes competing, demands. A collaborative and interdisciplinary process that brings together the skills and expertise of a wide range of professionals and others is required to achieve this.
- 4.0.2 The Council's approach to securing high quality design, as set out in the Local Plan, relies on designs being informed and shaped by four overarching principles. These principles are definitive and vital to the creation of successful places, and proposals will need to demonstrate commitment to creating an environment of the highest quality through assimilation of these principles.
- 4.0.3 The SPD draws these threads together by putting forward objectives and design considerations for new development that together aim to create safe and attractive places that are sensitive to Islington's special character, sustainable and inclusive, while also enabling positive changes and allowing creative, contemporary design solutions. An iterative design process is essential in achieving this outcome, and character area analysis a useful tool.

Contextual

- 4.1.1 The success of any development depends largely on how it relates to and fits within its wider context. The council will therefore expect to see evidence from developers of a contextual analysis (appraisal), proportionate to the scale of the development, of the site and possible constraints on development. The appraisal will provide a critical reference point throughout the design process; the design at a conceptual, developed and technical level should refer back and respond to the appraisal findings. Contextual analysis should be completed before any design work starts.
- 4.1.2 Context is about more than built form. Factors such as landscape, traffic, activities and land uses – and critically, how these interact with each other – all contribute to the setting of a site or area. The right design solution cannot be achieved without considering all of the disparate elements that contribute to a locality's sense of place, not least of all that in practice context is dynamic, requiring designs to be inherently flexible to enable buildings and places to endure and adapt over the longer term.
- 4.1.3 For example, the particular character of the area around Old Street roundabout, which has attracted a certain type of occupier, is distinctly different to that of Upper Street, despite the areas being comparatively geographically close. While some of this can be attributed to the built form, it is also about the uses and people associated with the place, and the interplay between these factors which have combined to create the distinct identities of the two areas.
- 4.1.4 In terms of built form, understanding the cumulative effect of an area's architecture is more important than a single building, and Islington's collective streetscape can best be defined as reflecting its continuous evolution over time, composed as it is of buildings of eclectic and diverse architecture and age. The result of this densely built-up nature is that there are no sites within the borough that are so large or so detached from their surroundings that the context can be ignored and an entirely

different typology, character or scale introduced. The design of new development must therefore clearly relate and respond to its setting to ensure that the proposed density and uses are suited to the site and its wider context.

Connected

- 4.1.5 Good places are well connected, and it is essential to look beyond the red line of the site boundary and consider how new development will connect with its surroundings and integrate with the urban context and natural environment. A more vibrant and sustainable urban form results from designing places that make walking to local facilities and public transport stops as convenient and comfortable as possible. It is therefore essential that new development contributes to connecting places together and breaking down existing physical boundaries.
- 4.1.6 To balance the needs of access and movement with creating a high quality development, designs should be based on routes that have a clear focus on achieving functional efficiency, integration with the surrounding area, and the optimal use of land. As well as considering how new development can forge links with the places and facilities that people want to get to (desire lines), issues such as road design, vehicle access to buildings, vehicle parking and public transport contribute to the anatomy of site planning and should be assessed at early stages of design development to ensure connections contribute to improving the liveability of the borough.

Sustainable

- 4.1.7 Sustainable design is integral to creating vibrant, liveable, cities. The NPPF states that the purpose of the planning system is to contribute to the delivery of sustainable development. In order to do so, the planning system must perform a number of roles:
- *Economic* contributing to a strong, responsive and competitive economy
 - *Social* supporting strong, vibrant and healthy communities
 - *Environmental* contributing to the protection and enhancement of our natural, built and historic environment
- 4.1.8 These roles are interdependent and should be considered jointly and simultaneously, guiding development towards sustainable solutions. New developments should be designed to be adaptable to a variety of uses and configurations, to extend their potential useful life, and minimise premature demolition. Proposals should consider the use of life cycle assessments to ensure resource efficiency (from production and procurement to construction and disposal) alongside their practical and aesthetic value as a means of demonstrating consideration of all elements of sustainable design.
- 4.1.9 Islington is a densely built borough, with high levels of development pressure, set against an open space deficiency. Green infrastructure, which facilitates pollution abatement, urban cooling and climate change adaptation, is vital for healthy and prosperous communities. Striking the balance between using land efficiency and protecting and enhancing this green infrastructure is therefore a key planning issue which new development must consider.
- 4.1.10 Improvement to the existing building stock is also a key consideration in terms of delivering sustainable development; 75 percent of the existing building stock is expected to be standing in 2050. When considered that a significant proportion of the nation's carbon emissions come from the built environment, the challenge is clear –

all opportunities available to improve the performance of existing as well as new developments need to be realised.

- 4.1.11 Moreover, sustainable buildings are not just resource efficient, but provide for the health and wellbeing of occupants as a key deliverable of quality design. Healthy buildings achieve good levels of indoor air quality, are well ventilated, provide thermal comfort to occupants, access to good daylighting and connection to the natural environment. Conversely, poorly performing buildings can result in disproportionate negative impacts on end users, particularly vulnerable groups such as the elderly, disabled and those on lower incomes.

Inclusive

- 4.1.12 Inclusive Design is an approach to design that, by placing people at the heart of the design process, enhances the quality of our spaces and places, ensures their continuing relevance and minimises the need for awkward, costly and unsightly alteration in the future. As set out in the Local Plan (DM2.3), and expanded on in the [Inclusive Design SPD](#), it is defined by a set of principles that ensures development is sufficiently flexible and adaptable to accommodate evolving social and economic needs:

- ease of and versatility in use
- safety, legibility and logic
- convenience and enjoyment for all
- integrated design and management

- 4.1.13 Inclusive Design is ultimately achieved by bringing together the full range of interests and expertise that will produce environments that work for everyone; that are functional, flexible, aesthetically pleasing, sustainable, and that deliver value for money over the lifetime of the development. The approach recognises that people experience space in different ways, and that to deliver a successful development it is necessary to identify the varied perceptions of space to realise its future potential. While the main focus in relation to the experience of the built environment tends to be visual, in practice all of the senses make a contribution. Sound in particular plays an important role in the experience of place, and designs should give consideration to management of sound and how this can contribute to inclusive places.

- 4.1.14 It is a holistic approach that focuses on the design process, ensuring that relevant considerations are taken into account in a timely fashion and that optimum solutions are found. Islington fosters this approach through collaborative interdisciplinary working and the facilitation of a Design Review Panel and Streetbook Surgeries that support designers and developers, from the earliest conceptual stages of a proposal, through to its successful construction and completion. Effective engagement with relevant and diverse potential users, from the earliest stages of the design process, is fundamental to the successful realisation of this principle.

5 DESIGN GUIDANCE

5.0.1 This section provides detailed guidance on how Development Management policies can be met and SPD objectives satisfied. It is organised according to the stages in the design process, from site planning, to streetscape, to the detailed design of individual structures.

5.1 Urban Structure

Key UDG Objectives

- Development should restore and/or enhance connections between places and tie in with the existing street pattern
- Development should reduce the impact of vehicles on the built environment
- Development should be organised to ensure that streets and spaces between buildings feel safe without undermining residents' privacy
- Development should address the traditional building hierarchy, respect the established order and local character
- Development should define and/or enclose space
- Development should be coherent, well connect and promote community safety
- Development should contribute to the vitality and mix of uses on commercial streets and main roads
- Development should enhance the local microclimate and not prejudice the environmental performance of neighbouring properties.
- Development should create and/or enhance good quality public and private open space
- The shape and form of open spaces should be positively determined
- Development should contribute to the play facilities and ecological value of an area

Movement, legibility and connectivity

5.1.1 Islington, like most of London, suffers from man-made and natural barriers that inhibit the connections between different areas within and outside the borough. Improved neighbourhood permeability is a core planning objective. Connectivity promotes active lifestyles and social cohesion. Increasing the number and diversity of pedestrians in an area will also provide greater natural surveillance and improve public safety. Conversely, where access is restricted the effect is to segregate communities, to isolate residents, and or to provide an opportunity for anti-social behaviour.

5.1.2 Development proposals should therefore provide open connections for pedestrians and cyclists, and good permeability through the site, to improve movement patterns in the wider area. The potential to create new, publicly accessible routes as part of new development should always be explored, particularly where:

- the site is large
- partial routes exist
- there is an existing or potential pedestrian/cycle desire line
- improved access to neighbouring facilities can be delivered

Route making

- 5.1.3 Design teams should always explore the potential for creating new, beneficial publicly-accessible routes through neighbourhoods, particularly at large development sites, where partial routes are already available, where development sites form part of a larger urban block around which pedestrians currently have to make significant detours, where attractors (for example public transport) warrant improved routes, and where sites are vulnerable to anti-social behaviour and could benefit from more pedestrian traffic and natural surveillance.
- 5.1.4 New routes should be designed in accordance with the objectives and design considerations set out in the [Streetbook SPD](#). They should provide safe, easy and direct access to local services and facilities and should form a logical and coherent whole with the surrounding network of streets. The redevelopment of existing sites should also seek to increase and enhance the connectivity of the local area for pedestrians and cyclists to improve links between communities and open opportunities for greater integration and cooperation.



Figure 4 As shown by this scheme on Malta Street, the simple enhancement of modest spaces can make a world of difference, refreshing and connecting flanking developments. Soft landscaping, safe pedestrian routes and clear sightlines deliver an inclusive environment where wheelchair users and buggies enjoy easy access and motorcycle traffic is deterred.

- 5.1.5 In general, new through-routes should be open to the sky and not covered by buildings. In the majority of Islington, important pedestrian routes are typically open to the sky, and the number of covered openings in buildings through which pedestrian routes pass is very limited. As a result, a route that is open to the sky will be more recognisable as a public thoroughfare, while a route that includes covered openings in buildings would normally be less legible and suggest to the pedestrian that the space beyond is private.
- 5.1.6 Back alleys and undercrofts rarely benefit from any natural surveillance and tend to undermine the security of users and adjacent properties alike, and are not generally supported. Undercrofts and built over openings will only be considered where the surrounding street frontage is fragmented and there is little opportunity of future repair; in which case an archway may reinforce the edge of the street by allowing the building frontage to continue. Opportunities to improve the quality of existing routes should also be taken by, for instance, removing or relocating existing back alleys to create clear, well lit and overlooked public routes.
- 5.1.7 Routes should be designed with the needs of all users considered. To create routes that are legible lively, safe and convenient and so promote walking and cycling, it is necessary to take into account:

- Current and projected desire lines
 - Clear sightlines
 - Travel distances between facilities and amenities
 - Natural surveillance
- 5.1.8 The Council is committed to traffic reduction and promotion of alternative forms of more sustainable transport, and requires new residential developments to be car-free. Where new streets are created or off-street vehicle access is required for essential users, emergencies and for servicing, it is essential that they are designed to meet the objectives set out in the Streetbook SPD.
- 5.1.9 Opportunities to reduce the vehicular impacts and to redress the balance between road users should always be considered. Where those opportunities exist, the place qualities of a street can be enhanced and deliver social benefits such as play, seating, planting and leisure facilities.

Site layout

- 5.1.10 Islington benefits from a rich street-based urban fabric which new development should seek to reinforce. Buildings should create a scale and form of development that is appropriate in relation to the existing built form to provide a consistent and coherent setting for the space/street it defines or encloses that also enhances and complements the local identity of an area.
- 5.1.11 In reflection of the council's commitment to community cohesion and the value and vitality associated with diverse communities, residential schemes should be based on a layout which maximises tenure integration. Affordable housing and private housing should be built to the same standards and indistinguishable from one another in terms of design quality, appearance and location on site.
- 5.1.12 Due to the densely developed nature of the borough and the generally high quality of its built form, the existing context provides strong signals to which new development must respond in order to create a continuous urban form. In the majority of cases this will require an approach which follows the established building line, however in areas which suffer from poor layout new development should seek to knit the area back together and integrate with the surrounding street frontage.
- 5.1.13 Additionally, genuine open space free from subterranean obstruction that supports or could support larger trees and proper soft landscaping is at an absolute premium in the borough. Such space should be retained and enhanced by the layout of any new development.

Responding to site topography

- 5.1.14 Site layout should be informed by and work with the topography and hydrology (flow routes) of the site and adopt a built form and construction techniques appropriate to the landform. Where possible, and particularly on sloping sites, buildings and landscaped areas should minimise the need for cut and fill through careful design and the use of construction techniques (for example, timber construction in areas with slope instability/load restrictions) that respond to natural contours.
- 5.1.15 The layout also needs to consider the relationship with adjoining sites, and not unduly disrupt prevailing levels across a locality. For example, raised development podiums or sunken courtyards with a significant level difference to neighbouring development can create a disconnection between spaces, affecting permeability and

continuity within the area and thereby undermining the objective to create legible, inclusive routes with clear sightlines.

The perimeter block

- 5.1.16 Buildings and the spaces they define should have a symbiotic relationship; squares and streets are defined and identified by the buildings around them, and vice versa. The success of a development rests not only on the built form and the accommodation it provides but also on the quality of the interstitial spaces and the relationship between the two. Permeability, movement and multi-functioning spaces are the aim.
- 5.1.17 As a general principle, site layout should provide for well overlooked, legible and well-connected places with clearly defined public spaces and secure private spaces. A common arrangement of buildings in Islington is the perimeter block structure, where massing is located towards the edges of the blocks, with little or no development in the centre; and, the edges of the surrounding streets and spaces within are defined by line of the building frontage. This contributes to legibility of the area and provides a clear distinction between public and private spaces.
- 5.1.18 Places should be created to be well used, safe, comfortable, and attractive, and should contribute to community wellbeing and enhance the local ecology and biodiversity. In order to achieve this, when developing the layout it is necessary to take into account:
- Orientation and aspect
 - Quality of the enclosure
 - Accessibility and vitality of public spaces

Natural surveillance

- 5.1.19 Where a good level of natural surveillance is achieved, more and more diverse users will be attracted to the space; a variety of activities will characterise the space and the associated natural surveillance will effectively reduce the potential for anti-social behaviour. The layout should deliver routes focused along streets with overlooked frontages to increase the amount of pedestrian flow, and create block sizes with a built up area that is in keeping with that in the surrounding area.
- 5.1.20 External spaces may be described in terms of their qualities as routes or places and new development should facilitate the enhancement of those qualities. When determining the layout for a larger site, careful consideration should also be given to ensure that the layout creates an appropriate number of connections into the surrounding area – too few can undermine vitality, and too many can undermine legibility and community safety.
- 5.1.21 The provision of good pedestrian routes with clear sightlines is a priority. Gated developments fundamentally undermine this principle by obstructing routes, jeopardising safety and security and effectively dividing communities. Gated developments are not supported in Islington, and gating routes is not considered an acceptable solution to overcome the shortcomings of poor site layout.



Figure 5 Permeability is a key objective in the development or redevelopment of sites and the opportunity should always be taken to deliver new through routes to further connect communities and promote walking and cycling. Gated developments and/or gating routes, as seen in the images above, fundamentally undermine this principle and are not supported.

Defining public and private space

5.1.22 Buildings, particularly residential buildings, normally need two faces: an open, active frontage that engages with and provides a public face onto the street and also a secure private area at the back. Mixed use developments that include residential use provide additional challenges in distinguishing between public and private spaces, and the arrangement of uses across a site and/or within individual buildings should ensure sufficient privacy for residents within their home, whether from non-residential uses or other residents.

5.1.23 All new development should therefore be based on a layout that provides a clear distinction between the public and private realm and also deliver:

- Sufficient light and air to penetrate the buildings, surrounding streets and any open space to the rear
- Privacy to the rear and defensible space at the front
- An appropriate height to width relationship between the building frontage and the street
- Consistent building lines
- Animation
- Permeability

5.1.24 Boundary walls/railings should be designed in a manner that is consistent with the existing street and should provide an open aspect. Front boundary walls are typically part of the uniform design of the residential frontage, often incorporating dwarf walls and/or low-level railings. Protection for residential uses from direct overlooking from the street should therefore normally be provided by a shallow front threshold/garden area to provide the necessary defensible space between the back of the footway and the front of a residential property.

Building lines

5.1.25 The most successful streets and places are normally well defined by a consistent building line that delivers:

- A sense of enclosure
- Coherent architectural identity and local distinctiveness
- Occasional gaps that provide light to the rear of the property but that are secured within the private realm.

5.1.26 Care should be taken to ensure that future opportunities for redevelopment along street frontages are not prejudiced by neighbouring development. Particular care needs to be taken along the boundary to ensure that light, air and privacy are safeguarded for future, as well as existing development.

5.1.27 In all cases, the building line should avoid creating:

- Blank flank walls
- Corners and recesses that offer concealment opportunities
- Set-backs that divorce buildings from their street context
- Projections that draw unwarranted attention, undermine sight lines and narrow the footway
- Gaps that expose land and structures behind that were not designed to have a public frontage.

5.1.28 However, there are certain contexts where consistency with the existing building line is neither desirable nor possible, for example where there are high quality established trees along the pavement threshold that must be protected. In such cases the new building line must provide sufficient space for healthy tree growth and the provision of an accessible footway. Depending on the context the new building might be set back to create an area of useful public open space around the retained trees, or brought as close as is possible to the existing building line to avoid leftover space.

5.1.29 Certain types of development may also require a greater threshold (for example a public building such as a school or station) and if the existing public footway is narrow a setback may be required. In any event, careful consideration should be given to the treatment of any blank flank wall created by the new building's set back, and the extent of the blank flank wall minimised insofar as possible.

5.1.30 Where there is a consistent street frontage but recessed entrances are unavoidable, care should be taken to minimise the risk that they undermine personal safety or attract anti-social behaviour. The depth should be kept to a minimum unless:

- It is designed to be directly overlooked
- It is revealed in some way by way of a curved or chamfered frontage
- The adjacent front and return walls can be glazed to allow clear views in to the recessed area

5.1.31 Where there are breaks or inconsistencies in the building line this can sometimes be remedied by the judicious planting of street trees. The use of a single tree type, planted at regular equal intervals along the footway can provide order to fragmented streets and reinforce the formality of a uniform street frontage and or provide rhythm and punctuation points in a street. For further advice on the selection, siting and sustainability of street trees refer to the [Streetbook SPD](#).

Figure 6 Good practice example – Dover Court

Dover Court is popular with its residents, many of whom have lived there for more than 20 years. However, like many estates of its era, it suffers from poor quality open spaces, ambiguous or unsafe pedestrian routes, and a surplus of on-site car parking and derelict garages. Residents also identified the need for a community facility and safe, attractive play spaces for a variety of age groups.

The redevelopment knits together the existing post-war towers and apartment blocks with a series of lower scale houses and flats that define a network of open spaces and pedestrian routes. Consultation with residents helped identify nine locations appropriate for additional housing, including under-used garages and car parks, and an unsafe ball court.

Key principles of the redevelopment:

- To develop open views and access to the estate from the public housing areas
- Utilise the rear buildings to create clear fronts and backs and remove unsafe and unused areas.
- Redevelopment of garages to create new homes
- Prioritisation of pedestrian traffic
- Creation of a central green link with the provision of amenities including seating, play and shelter
- Relocation of community sport area (MUGA) in a central area of the adjacent park to allow better use, passive surveillance and access
- Creation of a playable landscape to maximise child exploration and outdoor activity by having the designated play area requirements spread throughout the public area
- Upgrading Dove Road into a tree boulevard with a proposal for mature street trees



Mews and backland development

- 5.1.32 Backland sites are sites behind existing buildings, often with no street frontage and usually within predominantly residential areas. These spaces are normally used as garden or other outdoor amenity spaces, accommodating little more than sheds and ancillary buildings, although the historical development pattern of the borough has also resulted in backland sites accommodating low-rise industrial or other non-residential premises. Regardless of the size of the site, in Islington where backland sites do accommodate development, this is generally subordinate to the buildings that front the street.
- 5.1.33 Backland or mews-style developments are those that are incorporated within perimeter blocks or behind street frontages. Backland sites with no development can be important for their openness and should therefore be retained and reinstated wherever possible. Development will generally only be considered where it replaces an existing structure and is subservient to the surrounding development, in accordance with the predominant development pattern in the borough which concentrates massing along the primary street frontage.
- 5.1.34 Backland or mews-style developments also present particular challenges to the designer insofar as access to them generally fractures the street frontage/building line. Sufficient space is required to provide the new dwellings with sufficient residential amenity (without undermining that of neighbouring properties) and to uphold community safety. The use of monopitch or barrel vaulted roofs with their lower side facing the surrounding development can sometimes assist in minimising adverse amenity impacts on surrounding development.
- 5.1.35 As set out in the [Basement Development SPD](#) the scale and extent of basement development within a site should respond to the site context and the prevailing scale of development in the area. A design response to a constrained backland site that relies on a large basement area extending well beyond the footprint of the building is not a means of achieving sufficient residential amenity.
- 5.1.36 It is important to note that in some cases the open quality of backland areas can be a positive contributor to the character of a conservation area or the setting of listed buildings and in such cases backland development may be unacceptable in principle. In or adjacent to conservation areas or within the settings of listed buildings, constrained backland sites (those where it is not possible to create a new through route) where development is acceptable in principle should generally be developed as traditional mews or a contemporary interpretation of the same. Generally such development should be no more than two storeys above ground level and should employ context appropriate materials.



Figure 7 The scale and extent of this successful development at Moray Mews, based on a contemporary interpretation of a mews style within a backland site, responds to the predominant development pattern in the area and is subordinate to the buildings that front the street.

Active frontages

- 5.1.37 Every opportunity should be taken to create street (or waterside) frontages that engage with the street (or waterside). The front elevation, particularly the fenestration, should be designed so that it provides clear views onto the street from inside, and the interior is organised so that there are active uses at the front, particularly on the ground floor. Dead ground floor frontages should always be avoided. Where the threshold space is sufficiently wide and the use does not undermine residential amenity or the accessibility of the footway, uses such as cafes that extend out into the street, should be encouraged.
- 5.1.38 Main entrances should be located on the street. Buildings with long frontages should incorporate entrances at regular/frequent intervals to maximise the interface between the street and building. This will contribute to making the area feel vibrant as well as to provide adequate levels of natural surveillance throughout the day and night. Where large, single use buildings such as offices are proposed, and it is not possible to provide multiple entry points from the street, consideration should be given to incorporating smaller commercial shopfront units on the ground floor that can be self-contained from the main use.
- 5.1.39 The ground floor along commercial streets should be laid out to ensure that the interior of the building is organised so that it provides an open aspect onto the street. For instance, shops should avoid locating their shelves along the shop window and filling it with advertising. Conditions to this effect may be applied to planning approvals. Careful attention also needs to be given to the quality of accommodation that will be provided for the ground floor use. The design should provide for usable space that would be attractive to the intended occupier as well as providing for an active frontage; an active frontage will not be delivered if the unit remains vacant.
- 5.1.40 On busy commercial streets, residential uses should normally be avoided at ground floor level because in situations where the front window is in close proximity to the street, the privacy of the occupier is likely to be undermined. Alternatively the residential unit may turn its back on the street and the animation of the frontage and natural surveillance would be lost. To ensure activity at all times of day, a balance of residential as well as commercial is encouraged on upper floors within commercial areas, accessed directly from the street.
- 5.1.41 On residential streets, protection from direct overlooking from the street should normally be provided by a shallow front threshold/garden area to provide the necessary defensible space between the back of the footway and the front of the residential block. Any boundary treatment should be designed in a manner that is appropriate to the existing street and should provide an open aspect. In cases where the existing frontage is on the back edge of the footway, the need for a setback has to be balanced against the need for a consistent and coherent street frontage.
- 5.1.42 All homes should follow the principles of the Police's [Secure by Design](#) standards, addressing concerns related to crime and anti-social behaviour using creative design solutions that are inclusive, aesthetically appropriate and bring about other benefits. All homes should be built to Category 2 or Category 3 of the National Housing Standard, which requires that the approach and threshold are step free. Where a level change is unavoidable, the threshold should be dropped to the level of the footway and a ramp or platform lift provided internally.
- 5.1.43 In blocks of flats, circulation arrangements (specifically the requirement to limit the number of dwellings accessed from a single core) will affect the building's form, and

proposals will need to ensure that this echoes the rhythm and proportions that give the frontage a sense of order and human scale.

Open spaces

- 5.1.44 Where the opportunity exists to redevelop a site, the feasibility of creating new open space (or improving the existing) should be identified at the earliest stages of appraisal and conceptual design. Open spaces should be clearly defined and well overlooked by the surrounding development. Leftover or 'negative' spaces should always be designed out.
- 5.1.45 New open spaces should be designed to attract diverse users and promote positive activity. Accessible entrances and routes through that align with existing or anticipated desire lines, seating in sunny locations, carefully designed planting, playable spaces and clear sightlines will all contribute to such an inclusive environment. If there is a choice, it is generally better to have one larger space than a number of smaller disconnected ones.
- 5.1.46 Things that should be avoided include:
- Rear private gardens abutting the open space.
 - Poor or a lack of natural surveillance from surrounding buildings.
 - Negative or left-over spaces which are underused.
- 5.1.47 The reconfiguration of a site should not involve any net loss of open space or tree canopy. As well as softening the built environment, tree planting can have an important role in providing order and defining space.

Tall buildings

5.1.48 Most of Islington's tallest buildings are located in the south of the borough (adjacent to the City of London), within the borough's town centres and/or at significant nodes. This common pattern is well established and it contributes to the legibility of the borough. Although tall buildings exist in the borough, no part of Islington is dominated or characterised by tall buildings.

5.1.49 The Local Plan (Policies CS9 and BC9) defines specific areas within the borough where buildings that exceed 30 metres can be located subject to a number of criteria. As set out in The Local Plan (DM2.4), the Council will also protect and enhance strategic and local views of strategic and local landmarks. Islington will respond to applications for tall buildings in neighbouring boroughs on the basis of these policies and guidance.

5.1.50 In the locations identified by the Local Plan, a building that stands out can sometimes contribute positively to the urban environment by:

- Becoming a focal point.
- Providing a successful contrast with its surroundings
- Reinforcing a sense of place
- Highlighting the importance of a public building
- Allowing ventilation between buildings to occur at street level (such as through breezes that disperse urban pollutants).

5.1.51 In all cases, a building which is substantially taller than its surroundings should be designed to an exceptional standard, with an integrity that is carried through every façade and relates to immediate neighbours and the wider surroundings.



Figure 8 City Road Basin is an identified location for tall buildings, and both Canaletto (left) and the Lexicon (right) demonstrate the required design quality. The towers were considered acceptable given their context, their impact on and contribution to the local townscape and the quality of the materials and finishes delivered. Their orientation, plan form and profile was modified during the design process to ensure the local microclimate was not adversely affected.

5.2 The Streetscape

Key IUDG Objectives

- Development should maintain an appropriate height to width ratio between the buildings and the street they flank
- Building heights should be considered in terms of their proportion and in relation to the size of the space they define and/or enclose
- Development should maintain the prevailing plot width to height ratio
- Development should normally retain and/or repair the existing roofline
- Development should enhance the local microclimate and not prejudice the environmental performance of neighbouring properties
- Development may serve to announce a place, close a view or emphasize a junction at the intersection of streets
- Development should be resource efficient and post-occupancy energy use minimised
- Materials should be of high quality, be robust, sustainable and appropriate to their context

5.2.1 New development should create a scale and form of development that relates to the existing built form and provides a consistent and coherent setting for the space or street that it defines or encloses, while also enhancing and complementing the local identity of an area. The nature of the existing street frontage will therefore normally determine the extent of potential development.

Height to width ratios

5.2.2 The height of a street frontage should provide a sufficient sense of enclosure and natural surveillance, and maximise the potential development opportunity of a site. Building heights should also be considered in relation to the size of the spaces they define; the height of street frontages should normally be in proportion to the width of streets they define. Most of Islington's Victorian residential terraced streets have a height-to-width ratio of between 0.5 to 1 and 0.7 to 1. Streets with a ratio of between 0.5 to 1 and 1 to 1 normally provide a well-proportioned street frontage which provides a good sense of enclosure.

Streets with frontages that exceed width

5.2.3 New buildings should not create dark, canyon-like streets or obstruct sufficient light and air penetration to the accommodation and open spaces below. Subject to this principle, there may be more scope for taller buildings on narrower streets (where the height of the frontage exceeds the width of the street) where the orientation of the street is north-to-south as they normally allow more sunlight to permeate than streets with an east-to-west axis.

5.2.4 However, the south of the borough, and some of the other older parts of Islington, were originally characterised by a dense network of streets and alleys where the heights of building frontages often exceeded the width. High sided frontages along comparatively narrow streets will therefore normally be acceptable where they enhance the character of the area.

Wide streets and low frontages

5.2.5 Anything less than a 0.3 to 1 height to width ratio can result in streets which suffer from too little enclosure where the buildings appear divorced from the street. For

example, some of Islington's main commercial streets, such as sections of Holloway Road, are considerably wider than the height of the buildings which front them. However, ratios less than 0.3 to 1 height to width can sometimes be justified where the immediate context is characterised by this scale of buildings. Additional enclosure can often be provided by trees along the kerb edge or in front gardens.

Relationship of frontages to open spaces and squares

5.2.6 Where building frontages face onto public open spaces and squares, they should normally provide sufficient sense of enclosure and suitable backdrop to define and overlook the space while not overpowering it.

5.2.7 Open spaces can feel particularly threatening if they do not have an adequate level of natural surveillance from surrounding development. Nevertheless, the surrounding heights should not be so great that they unduly dominate the space.



Figure 9 Redevelopment of the Holloway Road Scout Centre delivered substantial improvements to the adjacent Biddestone Park. The new development effectively connects to and works with the adjacent open space. The relationship is symbiotic – the greenspace allows the development to breathe and provides an attractive outlook, while the development provides a high degree of natural surveillance, encouraging a greater number and diversity of users to enjoy the space harmoniously. The simple boundary treatment retains the open aspect while providing a clear delineation between public and private space.

Emphasizing junctions

5.2.8 It is sometimes appropriate to have a focal point that announces or reinforces a place or closes a view. Closing a view at the junction of streets can heighten the role of architecture in giving character to space and provide an element of anticipation. Where such townscape features are proposed, they should make a clear contribution to creating a recognisable, understandable place.

5.2.9 It is often appropriate to emphasise a corner, particularly at an important junction. This is usually best achieved by exaggerating the vertical proportions of a façade through clever articulating devices, for example by:

- Curving the frontage
- Wrapping the fenestration around the corner
- Terminating the roof differently.

5.2.10 It is sometimes appropriate to provide further punctuation by raising the height of the corner marginally above the prevailing height to reinforce the importance of a junction. Where extra height is proposed it should be contained so that it does not spill further down the street frontage, otherwise the punctuation will become diluted and the coherence of the rest of the frontage undermined.

Rhythm, scale, and proportions

5.2.11 In addition to its height, the scale of a building is also determined by its bulk, width and the manner in which the facade is articulated. Much of the borough's building stock is characterised by its fine grain and vertical emphasis. This is particularly notable on residential street frontages characterised by historical terraces that are divided into narrow plots where the height is greater than the width of the building, which contributes to the vertical emphasis and brings a human scale to these frontages.

5.2.12 Vertical proportions are expressed both in the overall dimensions of a building and in its individual elements, particularly the fenestration, and the manner in which they are composed within the frontage. It is the repeated pattern of narrow street frontages that creates a rhythm that gives many of Islington's streets harmony and coherence.

5.2.13 High quality contemporary designs will normally be sought that are skilfully woven into their context and that respect the rhythm, scale and proportions of the existing street frontage. Where the predominant building form in the surrounding area is characterised by narrow plot widths, designs should reflect this. In areas characterised by larger buildings and longer street frontages, or where the existing frontage is more heterogeneous, vertical proportioning devices can be deployed to ensure that new buildings relate to the rhythm of the wider street frontage and add interest to the area.

5.2.14 Breaking down a long street frontage into a series of separate bays, perhaps adopting different elevational treatments, can help to prevent buildings appearing monolithic and can provide them with a more human scale. Where there is an opportunity to create a whole new residential street frontage, this can be achieved by adopting the regular rhythm and articulation of a traditional terrace, albeit in a contemporary style. Such an approach can also assist with integrating a large development site into the local context

5.2.15 Some ingenuity is required where long building frontages with large floor-plates are located on a slope to deliver the requirement that all development should be inclusive and so provide step free access. On steep slopes, consideration should be given to incorporating entry points /frontages at different levels (as the building steps down the slope) to allow the threshold, as well as the roofline, to reflect the topography. Alternatively, consideration can be given to modelling the roofline and frontage, on a single floor-plate building, to suggest a step but care should be taken to ensure this is not at the expense of the development's architectural integrity.



Figure 10 Corners are often best addressed by creative articulation rather than any height increase. The Turnmill Building (top) and John Jones (bottom) show both an appropriate corner treatment with curved facade/wrapped fenestration and good rhythm, scale and proportions. Even though the buildings have a relatively large footprint they do not appear out of scale with surroundings due to vertical proportioning.

Rooflines

- 5.2.16 In addition to responding to distinctive local building forms and patterns of development, new buildings must also respect the height of the surrounding context. Where uniform building heights form a distinctive character, major variations to this will not normally be appropriate as such locations are generally sensitive to alteration.
- 5.2.17 There is usually more scope for change in the roofline and facades within streets where there are a variety of frontages and building heights, particularly where the height of frontages is relatively low in proportion to the width of the street.
- 5.2.18 However, even where there are existing variations in building heights, an alteration of extension to the existing roofline is likely to be unacceptable where:
- They create large blank flank walls at the junction between buildings.
 - The existing street frontages and roof profile have historical and/or architectural importance and/or contribute to an area's individual character. This will include listed buildings, conservation areas and sometimes other buildings that do not have this status.
 - The alteration to a façade or roofline impacts adversely upon the architectural integrity and quality of the existing or neighbouring buildings
 - A change to the roofline or façade would be out of scale with its neighbours and undermines the rhythm of the street frontage
 - It adversely impacts on views and landmarks
 - It impacts adversely on the topography of the street
 - It causes a canyon effect and/or unduly overshadows the street
 - It impacts adversely on the character of an open space or the public realm.
 - It creates an imbalance in height between opposite sides of the street. This may not be relevant where there is scope for the redevelopment of the opposite side too, or on wide streets.

Relationship of roofline to elevation

- 5.2.19 Rooflines should normally respond to the articulation of the rest of the façade; it should be possible to read the width of the plot divisions from the bottom to the top of the building. The roofline should also reflect the rhythm, harmony and scale of the longer street frontage. Stepped or sculptured rooflines can appear monolithic particularly where the shape of the roof does not pick up the sub division of the façade.

Stepped rooflines and frontages

- 5.2.20 However, street frontages that run down a hill should normally have a corresponding stepped roofline, frontage and threshold, the last enabling the ground floor to synchronise with the footway and threshold space. Splitting residential buildings into narrower plot widths with a smaller number of flats of self-contained service cores also allows street frontages to step down a sloping street.

Elevational treatment

- 5.2.21 The way in which building elevations are treated can contribute to an appropriate sense of rhythm, scale and proportion. The elevation must work in terms of its relationship to its neighbours, to the public realm and its own architectural integrity. The internal (functional) and the external design requirements must be reconciled.

5.2.22 Articulation strategies should always be employed to provide street frontages with an underlying order. To deliver a successful strategy, consideration needs to be given to a range of detailed design elements including appropriate articulation of fenestration, treatment of the ground floor, defining the roofline, choice of materials/detailing, and passive design principles such as solar shading.

Window arrangement and style

5.2.23 Windows are a key component of the façade that help define a building's character and their arrangement is an important element in breaking down the scale of building frontages. Care needs to be taken to ensure that the windows are of an appropriate scale to the façade and that each window in the façade has some relationship with each other. Key to this is identifying the appropriate shape, position and size of the windows.

5.2.24 Some elevations can be unduly monotonous because of the number of repeated windows. The risk of this is greatest in large façades, particularly when small windows are used, where they can appear lost within the elevation. At the same time too many different types of windows, particularly if they appear to have no apparent relationship to one another, can result in an untidy façade. Orientation and passive design principles should also be considered in window arrangement, including the relationship between orientation and the amount of glazing within the façade.

5.2.25 Structural depth can be created by employing deep window reveals and varying the depth of facing materials. Older buildings are often characterised by deep reveals as well as decorative detailing that helps enliven their façade through contrasts of light and shade. Contemporary architecture, building technologies, materials and detailing present new opportunities to deliver a 3-dimensional façade, introducing colour, texture, depth and interest at a human scale. A subdued palette is appropriate for much of the borough.

5.2.26 Breaking down the scale of a building is usually best achieved by emphasising the vertical proportions, as appropriate to the predominant context of the majority of Islington's streets, which can be achieved by:

- Designing windows so that their vertical axis is greater than the horizontal axis and/or dividing each window into a series of vertically proportioned glazing panels. Horizontally proportioned windows can sometimes be given more vertical emphasis by incorporating vertically proportioned glazing panels.

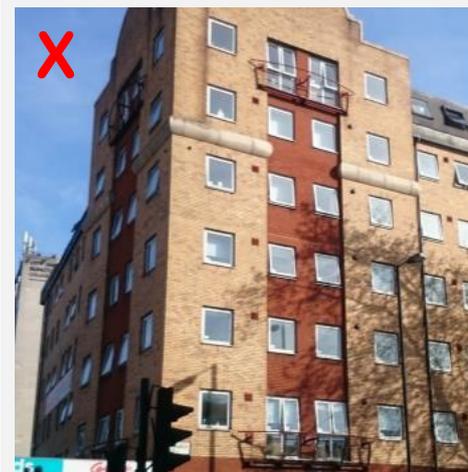


Figure 11 Deep window reveals add structural depth and interest to the façade (top). Repetition of small windows in a large façade results in a lifeless, monotonous facade (bottom).

- Grouping windows into vertical bands that allow the fenestration to be read as a vertical grouping rather than a horizontal one.

5.2.27 For example, within traditional terraced streets individual terraced houses are often expressed by pairing windows or grouping windows, typically in a symmetrical arrangement. This design approach would have involved employing geometric proportioning devices and a hierarchy that defined and differentiated each floor by the graduation of the vertical height of the windows within an implied vertical grouping. Other elevational treatments such as projecting bays and more elaborate decoration and architraves, which relied less vertical height differences, are also used within traditional terraced streets to articulate facades.

5.2.28 Infill development to streets dominated by a pattern of vertical articulation based on graduating the vertical heights of windows will need to carefully consider how to respond to this context by using other strategies to achieve vertical articulation and avoid creation of an inappropriately squat or horizontally proportioned building.

Articulation through recess and projection

5.2.29 Facades can be further articulated, and vertical proportions reinforced, by employing recesses and projections that create light and shade. For instance, repeating projecting bay windows and recessed front entrances, can help accentuate plot widths and or individual houses. Where the sub division of a façade is less apparent, it is sometimes necessary to employ vertical shadow lines/niches to break it up. While downpipes on the front elevation should normally be avoided, consideration will be given where they can help to divide up the elevation into narrow plots, particularly if they can be neatly integrated within vertical niches.

5.2.30 The use of articulation within a façade should also consider the control of heat gain and heat loss to and from the building. The use of vertical and horizontal projections, if consciously designed, can significantly improve the thermal comfort of a building.

5.2.31 When projecting elements are used, care needs to be taken to ensure that they do not inappropriately dominate the main façade or create recesses that undermine the established building line sight lines or create potential hiding places.

Junctions between buildings

5.2.32 Attention to detail is important throughout the design and development process; not least because success at a strategic level (mass, proportion, fenestration, materials etc) can easily be undermined by a failure to consider the detailed design necessary to produce a coherent interface between new and existing properties.

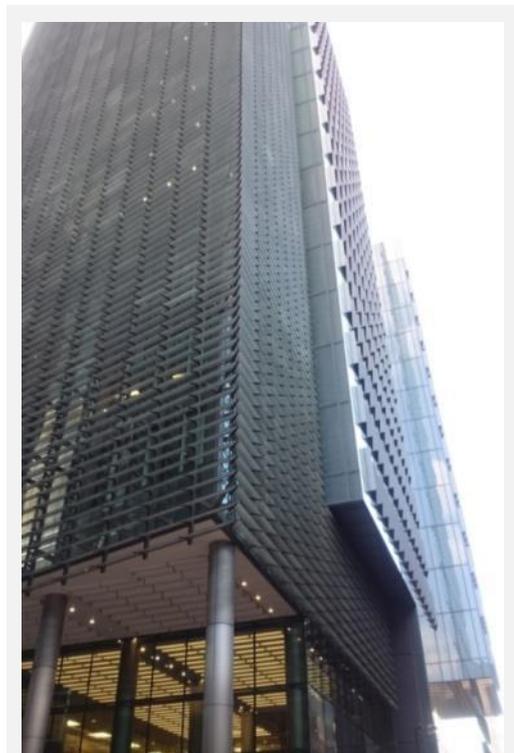


Figure 12 Ropemaker Place on Ropemaker Street uses a tilting brise soleil on the southern elevation and protruding windows in an overlaid pattern on the east façade. These design techniques serve to both add interest to the façade of a large building and significantly reduce the energy use.

5.2.33 This is particularly important where new development joins to existing sensitive buildings such as heritage assets, and the Council may apply a condition requiring details, elevational drawings, plans and/or section of location where a proposed new building would adjoin a sensitive building.



Figure 13 The importance of considering the interface between new and existing properties cannot be understated. In the image on the left, the design of the new building has carefully considered its interface with the adjacent listed building. In contrast, the image on the right demonstrates how both new and existing buildings are undermined by the failure to consider how the new building will join with the old.

Balconies and winter gardens

- 5.2.34 Balconies and winter gardens provide valuable amenity space for flats that would otherwise have little or no private exterior space and also can play an important role in articulating elevations. Balconies should be carefully integrated, and positively contribute to the order of the whole street frontage; it will be more of a challenge to fit them into a street if the adjacent frontages have no balconies or similar features.
- 5.2.35 Balconies tend to work best within larger developments where they can contribute to an overall rhythm across the facade. Continuous repetition of balconies can appear monotonous, but careful grouping (vertically across floors and horizontally spaced at regular intervals) can provide a genuine enhancement of the façade that contributes to the rhythm of the street frontage.
- 5.2.36 At the same time, balconies may obscure that rhythm where they dominate an elevation or obscure the whole frontage. Balconies that continue horizontally across the entire façade tend to – unhelpfully - accentuate both the horizontal proportions and the overall scale of the building, unless they are offset by a strong vertical proportioning device. They also can also undermine natural surveillance by obscuring the views from the windows.
- 5.2.37 Care must be taken to ensure that balconies work with the language of the rest of the façade. A vertically proportioned window can read as a horizontal one if the bottom half is obscured by the balcony balustrade. Glazed or transparent balustrades can address this and ensure natural surveillance is not impeded. Management or lease arrangements can be used to mitigate concerns about visual clutter, although it is preferable to consider this concern during the design process.

5.2.38 Balconies can provide an additional sense of structural depth when they are recessed within the façade. However, care should be taken to ensure that such an approach does not undermine natural surveillance of the street. So, for instance, the balcony depth should be limited or another living space window provided on the façade if this is a concern.

5.2.39 The design of balconies and winter gardens should be considered at the earliest stages of the design process so that they are integral to the building's structure and do not compromise the thermal performance, amenity or accessibility of the accommodation. Early consideration will also ensure that balconies do not appear as 'bolt on' after thoughts that unbalance the building, undermine natural surveillance of the street or restrict the natural light available to the habitable room it serves. The choice of materials should complement the elevations as whole.

Recladding and façade retention

5.2.40 Recladding is a cost-effective way of reinvigorating an existing building that requires an improved building envelope but has a structurally sound frame. It has the potential to extend building design life, improve environmental performance and enhance visual appearance. In all cases, applications for recladding should consider building performance and thermal comfort when specifying the approach. The opportunity to make improvements to the fenestration pattern to better control solar gain should also be considered, having regard to the importance of window arrangement in delivering a context-appropriate elevational treatment.

5.2.41 In contrast to recladding, façade retention involves preserving only the façade of a building to allow new internal structures and layouts to be constructed. As a design approach for heritage assets, façade retention is not normally supported; the entire form of a building is important to its architectural integrity, including all elevations, the roof, and how internal floor levels relate to the front elevation. Retaining only the façade can severely compromise the architectural integrity of the building and be detrimental to heritage assets.

5.2.42 Proposals that rely on façade retention will therefore only be supported where it is considered that the retention of the frontage is imperative and there is strong and convincing justification for the demolition of the rest of the building. Where façade retention is acceptable, the new development behind it must be successfully and



Figure 14 Although these buildings employ differing architectural styles, materials and detailing common to both is a carefully considered approach to integrating balconies into the design which serves to enhance the façade of the building as well as delivering usable amenity space for occupants.

seamlessly integrated with the old, appropriately detailed and designed so that the resultant building achieves architectural coherence. The required level of integration will not be achieved by approaches where facades are left freestanding away from a new building and/or new internal floor levels cross window openings.

Materials

- 5.2.43 The use of materials needs to be considered in terms of their innate qualities (including in relation to thermal performance), their relationship with the surrounding built environment, the articulation of the façade, and their durability and the appearance of durability. Flimsy looking materials, badly fixed, adversely affect the quality of the built environment and can undermine building performance.

Responding to the site context

- 5.2.44 The choice of materials in any new development must take account of its context. Care needs to be taken to ensure that the new material is sympathetic with the local vernacular. Any new building should have a harmonious visual relationship with its neighbours; consistency and continuity are important. The proposed palette of materials should not jar, inappropriately draw the eye, or otherwise undermine the local character or distinctiveness of the area.
- 5.2.45 In circumstances where the quality and nature of the proposed architecture demands the use of contrasting and strikingly modern materials to produce dynamic juxtaposition in the street scene, the use of traditional materials may undermine the integrity of the proposal. However, there are also good examples of where traditional materials have been used in a strikingly innovative way.
- 5.2.46 Where a new building is located next to an architecturally important building it may be necessary to use materials that allow the existing building to continue to be read on its own terms – this may be facilitated by the use of contrasting materials that do not compete with the original building.



Figure 15 New buildings in Finsbury Square (left) use Portland Stone to create consistency and continuity with adjacent buildings, whereas the use of verdigris cladding creates a positive contrast with the original building (centre). In the image on the right, traditional brick used in a modern way serves to harmoniously incorporate a new building into an architecturally diverse context.

Quality, durability and sustainability of materials

- 5.2.47 Good quality materials and fixings should always be used. The choice of materials should be influenced by their robustness, the way they age, their wider environmental impact, and their ability to improve the energy efficiency of buildings. The use of durable and high quality materials is necessary to ensure that buildings can withstand the wear and tear of a tough urban environment.
- 5.2.48 Consideration should be given to the weathering properties of materials at the beginning of the design process. For example, buildings designed with robust stone or engineering brick plinths will withstand their environment with minimal maintenance, whereas rendered or light coloured stone plinths can stain easily and timber cladding is prone to weather inconsistently. The council will generally seek material samples that show how materials appear after they have been weathered.
- 5.2.49 The scale of units, the detailing of joints, fixings and finishes are also crucial in terms of selecting an appropriate material that contributes both the quality of the appearance of the individual building as well as the wider setting. Where exterior cladding is proposed – for example, large areas of metal cladding, timber cladding, glazed curtain walling, concrete or rendered surfaces – the detailing and finishing needs to be carefully considered to avoid the common pitfalls associated with these materials (for example excessive maintenance requirements, poor weathering properties) particularly if they are proposed in conservation areas or within the setting of listed buildings. Carefully deployed however, high quality contemporary materials can deliver real benefits; they can for instance produce light weight and unobtrusive structures and improve the energy efficiency of buildings.
- 5.2.50 In considering the wider environmental impacts, thought should be given to the whole life cycle costs associated with the chosen materials. Factors which should be considered include:

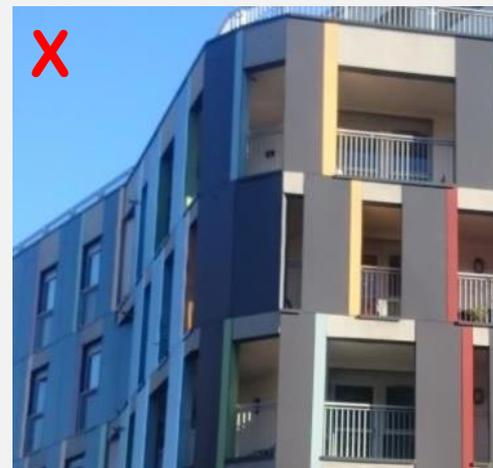
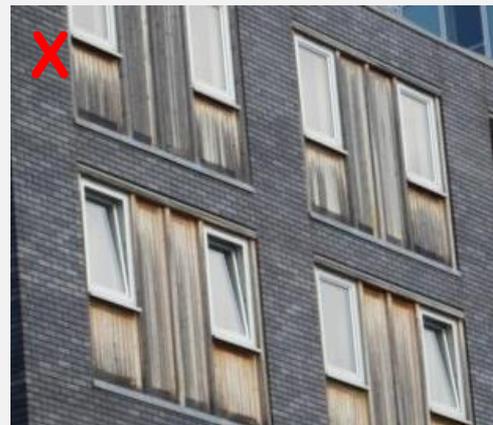


Figure 16 Inappropriate choice of materials can have a detrimental impact on the quality of a building - in the top image the timber window surrounds have not been treated appropriately and have weathered poorly, and in the centre image the size of the cladding panels is overly large for the curve of the façade, resulting in obvious joints and a poor quality finish. However, the bottom image of the Wallpaper Factory (Offord Road) demonstrates how robust and properly installed contemporary materials can add real interest to a building.

- Embodied energy (where and how materials are sourced)
- Value over lifespan
- Buildability
- Maintenance requirements (simplicity and durability)
- Thermal performance
- Disposal (recycling or reuse and biodegradability)

5.2.51 For example, large areas of render which require regular repainting are unlikely to be considered a sustainable material choice appropriate to withstand Islington's harsh urban environment. In addition, applicants are advised to refer to the [BRE Green Guide](#) which provides useful advice on the environmental impacts of sourcing materials.

Use of materials to articulate a façade

5.2.52 The use of different materials can help to articulate and add interest to a façade. For instance, materials can be used as a framing device to group elements such as windows. However, care needs to be taken not to overload a façade; if too many materials are used then it can appear untidy or too busy. To retain the coherence of an elevation, it is recommended that the range of materials is restricted and that the same materials are employed in different parts of the façade.

5.2.53 The scale of a frontage can be successfully broken down by applying the classicist concept of articulating a base, middle and top through the use of different materials. This can work well on high frontages. However, care needs to be taken when employing this on lower buildings, as it might have the opposite effect and could undermine the vertical proportions. The scale of a frontage can also be reduced by articulating the top floor as a recessive element and employing materials such as glass and steel with a lightweight appearance.

5.2.54 Attention also needs to be given to ensuring the right contrast between different materials. Materials that work best together often have a contrasting texture as well as colour, for example a limited palette of timber, brick, metal and render. A reliance on different colour brickwork to provide the necessary articulation, however, is usually insufficient unless the grain of the bricks provides contrast. Yellow stock bricks and smooth dark grey engineering brick can sometimes work successfully together, particularly if one of the brick types projects or is recessed against the other.

5.2.55 Care needs to be taken with bright or colourful materials where they inappropriately draw attention to particular buildings, and away from the street, adjacent spaces, or more important civic buildings or heritage assets. This is especially the case with large or prominent buildings that will in any event stand out, where the use of neutral colours or materials that match their context may be more appropriate. Highly reflective materials may also be problematic if they create glare.



Figure 17 The building on the left relies on a sensibly rationalised palette of materials, with the same grey metal finish used to frame/group the windows and clad the recessed top floors; the quality and texture of the brick further adds depth the façade. As shown by the building on the right, differing materials/colours are insufficient on their own to articulate a façade; profiling texture and detailing is of critical importance, and materials used in the same plane with little variation in grain – such as the expanse of smooth white render and brightly coloured panels – does not result in a successful articulating device.

Brickwork

- 5.2.56 Brick is the most widely used material in Islington’s built environment. It is a robust and durable material, with excellent weathering properties. The choice of colour, texture, bond and pointing is crucial to achieving good quality brickwork. In conservation areas in particular, it is important that any new brickwork respects the special architectural and historic interest of its surroundings. Brick slips are not generally considered an acceptable alternative to brick, as they can often be of insufficient robustness and quality.
- 5.2.57 The use of appropriate bond, mortar and pointing is critical in achieving high quality brickwork. Lime based mortar and traditional bonds such as Flemish or English bonds are encouraged. Pointing should be flush or slightly recessed with the face of the brick to ensure that the mortar joints will be subordinate to the face of the brickwork to avoid the unsympathetic appearance of weather struck pointing (which projects from the face of the brick).
- 5.2.58 Brick elevations can be enriched through the use of recesses and projections, reconstituted or natural stone window/door surrounds, being ‘rusticated’ to the ground floor or combining yellow or gault stock brick with Staffordshire blue engineering brick. Brick arches to windows should be gauged brick arches and should be very finely pointed. Brick arches constructed from soldier courses should be avoided.

Replacement windows

- 5.2.59 Where window replacement is sought in existing buildings, this should normally be done in the original style and materials - for example, timber sliding sash windows on Georgian, Victorian and Edwardian properties, and Crittall windows on inter and post-war buildings - and applied universally across the elevation to ensure consistency.
- 5.2.60 This is particularly important on street frontages where the windows are visible from the public realm and where the building forms part of an historic townscape that retains the majority of its original windows. Applications for window replacement

affecting designated heritage assets are subject to additional statutory controls. Applications affecting non-designated heritage assets and period properties should refer to the relevant Guidance Note for practical advice on how upgrade windows in a manner which is sympathetic to the host building in terms of material, profile and detailing.

- 5.2.61 Regardless of framing material, replacement window design should deliver a context appropriate and refined profile that creates a satisfactory solid/void relationship between wall and window (glazed to unglazed area) and ensures sufficient daylight penetration to the interior of the building.

5.3 Residential Extensions and Alterations

Key IUDG Objectives

- Residential extensions, both above and below ground, should respect the integrity, rhythm and visual amenity of the street
- Basements should be designed sympathetically with the host building and its surrounds
- Garden rooms and outbuildings should retain a sufficiently large proportion of the original garden and be subordinate to the main buildings
- Balconies should enhance the quality of accommodation and the articulation of facades
- Proposed building technologies should be demonstrably effective and appropriate to their setting

5.3.1 While some extensions and alterations to single dwelling houses do not require planning permission under the Town and Country Planning (General Permitted Development)(England) Order 2015, those making use of permitted development rights – particularly in the case of those rights which require prior approval/neighbour consultation – are nonetheless advised to consider the guidance presented here.

5.3.2 All proposals for extensions and alterations should take into account bulk, height, massing, materials and proportion and how they relate to adjacent heritage assets, uses, building alignment and general treatment of setting. Where the proposal is within a Conservation Area, applicants are advised to have reference to the guidance within the applicable Conservation Area Statement. These documents provide detailed information about the each area's significant features and guidance on how alterations and extensions should be designed to conserve and enhance the character and appearance of the particular area.

Rear extensions and conservatories

5.3.3 Typically, the rear elevations of Georgian, Victorian and Edwardian buildings were built with a consistent arrangement down the length of the terrace or street. While some terraces were built with a flat rear face without rear extensions, more commonly they were organised in a solid/void pattern with an extension and lightwell 'void' to maximise the amount of light and air reaching within the deep plans of many of the houses. Rear elevations generally have less formality than the more ordered front elevations, reflecting the fact they fulfil a private rather than a public function.

Scale, footprint and depth

5.3.4 Rear extensions must be subordinate to the original building; extensions should be no higher than one full storey below eaves to ensure they are sufficiently subordinate to the main building. For this reason and also in order to respect the rhythm of the terrace, full width rear extensions higher than one storey, or half width rear extensions higher than two storeys, will normally be resisted, unless it can be shown that no harm will be caused to the character of the building and the wider area. Locating an extension on the staircase side of a terraced dwelling can assist in maintaining the established rhythm of the existing rear elevation, and this also allows retention of the original windows to the principal rooms of the property.

5.3.5 The depth of extensions must also be carefully considered, having regard to both the impact on the amenity of neighbouring properties and the host building. This is particularly important for extensions exceeding a single storey. Excessively deep extensions can adversely impact on daylight, sunlight and sense of enclosure. The

45 degree rule is a useful reference to ensure that the scale of an extension will not have an adverse impact on amenity. If the centre of a main window on the rear elevation of the neighbouring property lies within a 45 degree angle of the end of the proposed extension on both plan and elevation, the depth of the extension is likely to have an unacceptable impact on the amenity of the neighbouring property.

Treatment

- 5.3.6 An assessment of the existing built form and options appraisal including pre-application advice from the Council will help determine the best approach for designing rear extensions. There may be circumstances when extending a building in a way which is a continuation of the existing form, using matching materials and details, is important. In other cases, such as single storey extensions, high quality contemporary contextual design, such as utilising contrasting high quality materials or a lightweight glazed form, may be more appropriate.
- 5.3.7 Particular care should be taken over the design of rear elevations visible from the public realm (because of gaps within the street frontage), and also over the most prominent upper part of the rear elevation that is most visible from the private realm. The upper storeys to rear extensions, which are most exposed, should usually replicate the form and materials to the host building in order to reduce their visual impact. This is particularly relevant within conservation areas or on terraces where there is a strong historic character that contributes to the distinctiveness of the locality and continuity with the existing style and materials may be required.

Ground and lower ground extensions

- 5.3.8 Where they can be neatly accommodated, there will normally be scope for lower ground or ground floor extensions within a lightwell or beyond the line of the existing back addition providing sufficient garden space is retained. High quality contemporary extensions are encouraged on lower floors except where conservation guidelines require extensions to conform to the design of the existing building.

Upper floor extensions

- 5.3.9 On the upper floors, the materials, detailing and form of the extension should normally be sympathetic to the terrace. Single half-width upper floor extensions above existing extensions are often acceptable providing there is a punctuating gap between the eaves height and the top of the extension. In conservation areas, extensions above two storeys in total will not normally be permitted.
- 5.3.10 Many terraces have paired additions with consistent rooflines. New extensions above these types of rear projections can disrupt the natural rhythm of rear elevations and should, therefore, be avoided. Furthermore, extensions that project out beyond the original back line of existing rear extensions above ground floor level, will normally be unacceptable where they:
- Interrupt a consistent arrangement/rhythm
 - Inappropriately dominate the garden/the main building



Figure 18 Ground floor infill extensions are normally acceptable in design terms. Where there are generous gardens and they do not impede on the amenity of neighbouring properties, there is sometimes opportunity to extend out beyond the existing back line. Where there is existing variation in the rear elevations, extensions above existing rear projections will normally be acceptable providing they are visibly below the lowest point of the roof.

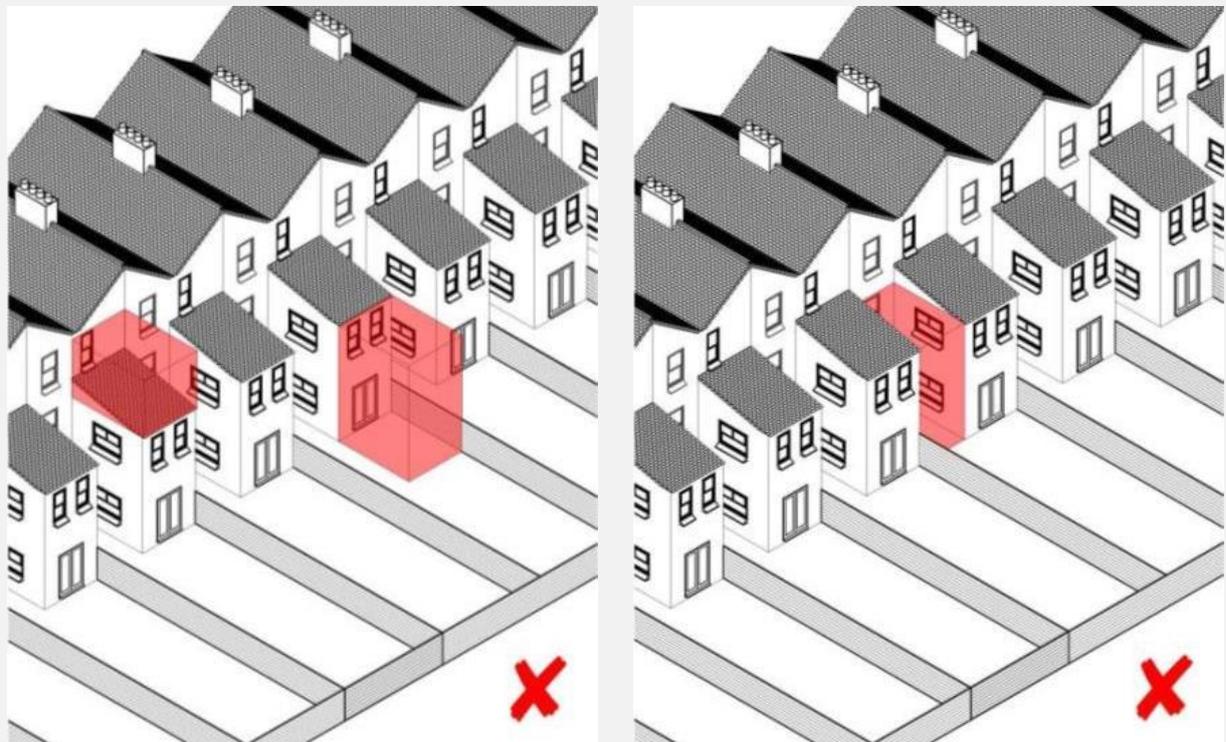


Figure 19 Upper floor extensions that project out beyond the existing line of the rear projection or extend up to the line of the roof parapet/eaves normally disrupt the rhythm/unity of the terrace. In rear elevations that have a consistent arrangement, extensions above the existing rear projections will normally be resisted. Where they project above upper ground floor level, rear infill extensions within the lightwell area can undermine the rhythm of the terrace.

Side extensions and end of terrace infill

- 5.3.11 Side extensions and end of terrace infill development can have a significant impact on the character of an area and its local distinctiveness. Height, scale, proportions, elevational treatment, materials as well as impact on neighbouring amenity need to be carefully considered.
- 5.3.12 On residential streets characterised by semi-detached dwellings, any proposal for a side extension between semi-detached dwellings should take into account the rhythm and symmetry of the built form and the street as a whole. In limited circumstances it is possible that an extension would serve to restore that symmetry, but more often the effect is to undermine the prevailing rhythm and to dominate the existing building(s).
- 5.3.13 Nearly all Victorian/Edwardian residential terraces are characterised by a gap in the corner return that allows light and air in to the rear elevation and gardens. By allowing a glimpse of the rear gardens, these gaps also provide a soft backdrop to the street. For these reasons, this arrangement should normally be retained. Where there is an especially long gap or, outside conservation areas, an existing structure that is incongruous with the dominant character of the street, there may be scope for an infill building/extension that repairs and improves the street frontage.
- 5.3.14 Two approaches that can satisfactorily respond to the character of Victorian/Edwardian terraced streets are:

- A building that is designed so that it appears as part of an existing front wall that connects the two terraces, but nevertheless separate from the terraced buildings. The height of the new building should not rise appreciably higher than the existing wall because it will otherwise cease to fit within its context.
- A full height building that follows the existing scale, proportions, roofline and building line of the adjacent street frontage. The acceptability of this approach will depend on the extent of the



Figure 20 Example of a gap infill development that appears as part of the existing front wall. This approach retains the boundary wall and of the corner property and views into the rear gardens which are an important feature of this conservation area.

gap in the terrace and, where the gap is at the end of a terrace, the significance of the end gap to the character of the area. In practice, land ownership and site constraints often make this solution difficult to achieve. Where a building proposal fails to respond to the scale and proportions of the existing terrace, it is unlikely to be acceptable. This will be the case if its height and width are different from the existing terrace buildings.

Roof extensions

- 5.3.15 The roofline is an important factor contributing to the rhythm and uniformity of a residential terrace or street. A typical terrace or row of detached/semi-detached houses is designed with a consistent height at the front and rear. A well-defined roofline throughout therefore helps give terraces their inherent rhythm and unity.
- 5.3.16 When considering the scope for roof extensions it is necessary to consider the particular terrace within which the host building sits as well as the local context. Successful proposals will be both sympathetic to the host building and harmonise with the predominant roofline in the vicinity. An extension that projects significantly above or alters the prevailing roofline can often disrupt the characteristic rhythm/unity and introduce features that fail to respect the scale, form, and character of the street frontage. Where a roof extension also involves raising the flank boundary parapets and chimneys this draws further attention to the addition.
- 5.3.17 In all cases, applications for roof extensions, dormers and roof lights will be assessed on merit, giving due consideration to: the quality of design; materials and construction proposed; and the cumulative effect on visual amenity, unity and coherence of the street scene. On semi-detached villas, one sided extensions will normally be resisted where they undermine the symmetry of the original building. Two sided extensions on semi-detached villas and extensions above detached villas will usually only be considered where they exist elsewhere in the street on identically designed buildings.



Figure 21 The roof extensions in the top image have been designed in a style appropriate to the host buildings and to maintain the prevailing roofline. In contrast, the roof extension in the bottom image projects significantly above the prevailing roofline and its size and treatment does not respect the scale and form of the host building or the rhythm of the wider terrace.

Rooflines in conservation areas

- 5.3.18 Within conservation areas, the roofline is often an important feature contributing to the character of an area and therefore proposals for roof extensions anywhere along an unaltered roofline within a conservation area will not generally be acceptable. Where the roofline is broken, the scope for roof extensions will normally be dependent on the following criteria:
- The number of existing roof extensions, and the extent to which the unity and consistency of the roofline has already been compromised.
 - The length of the terrace. A short terrace with existing roof extensions may have the opportunity of its unity being reconciled through allowing additional roof

extensions to fill the gaps. On a long terrace with houses in separate ownership, this is less likely to occur.

- Listed buildings and terraces within conservation areas will also be respectively subject to the detailed individual consideration of listed building issues and Conservation Area Design Guidelines.

5.3.19 When considering the scope for change to the front roofline, it is also necessary to consider the particular terrace/uniform street frontage in question. It is not uncommon for there to be more than one type of frontage on one side of one street. What might be acceptable in one part of the street will not necessarily apply to the next terrace even if it is physically connected and on the same side of the same street. The same is true with terraces on the opposite side of the street.

5.3.20 In conservation areas where it is important to maintain the unbroken roofline on the street frontage it may be acceptable to have a roof extension on the rear roofline. In these cases, it will be important that any alterations to the roof will be invisible from the public realm so as to retain the unbroken front roofline.

Rooflines outside of conservation areas

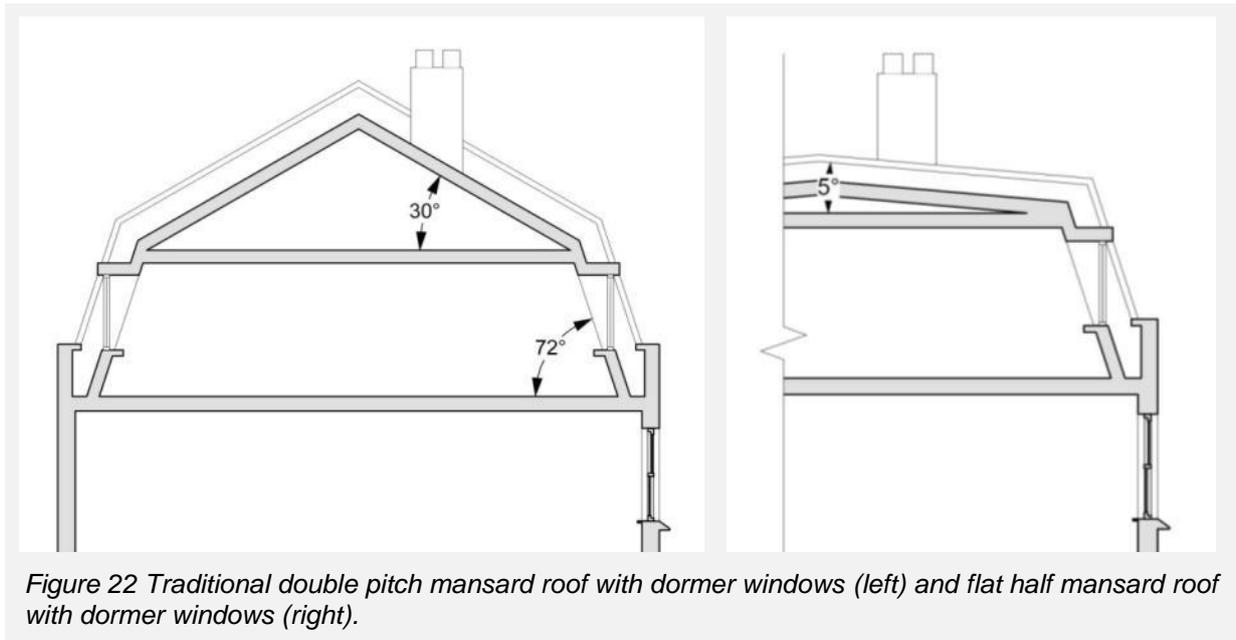
5.3.21 Outside of conservation areas, there is more scope to introduce roof extensions where these are of a high quality design that is appropriate to the host building and sympathetic to the predominant streetscene. Provided they satisfactorily achieve the design criteria set out below, modest residential roof extensions are generally considered acceptable.

5.3.22 Where a street frontage benefits from a consistent and unbroken roofline, alterations which would disrupt this consistent roofline and be visible from the public realm need to be designed in a style appropriate to the host building (see below regarding main types of roof extensions characteristic to the borough). Where the extension is not visible from the public realm, for example if it is generously setback from the front parapet, there may be more scope for flexibility in the design.

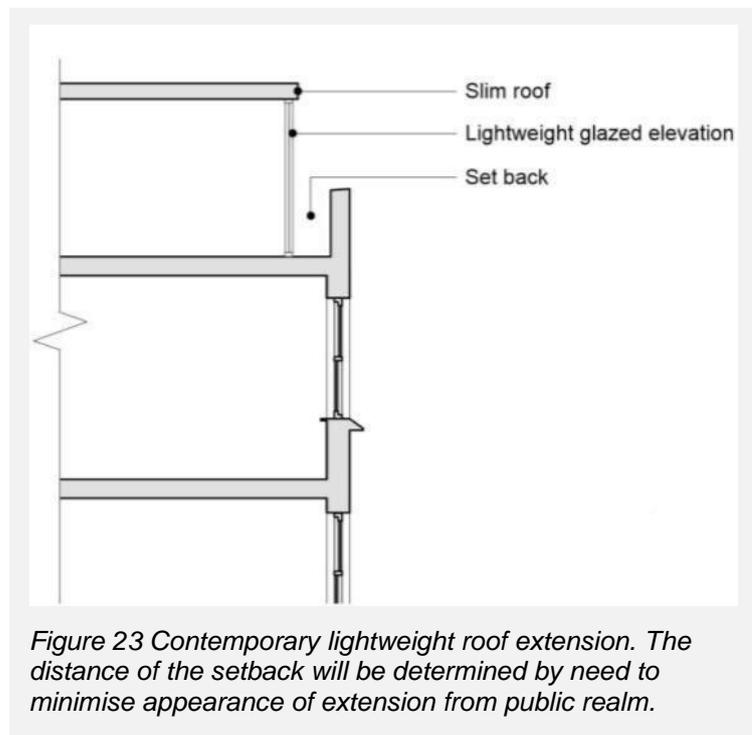
Main types of roof extensions

5.3.23 Where they are acceptable in principle, roof extensions on residential terraces or villas must be restricted to a single storey. The profile and configuration of the existing extensions should normally be followed except in those cases where the existing design is considered out of character with the host building and/or the predominant building type. The following are the most common types of roof extension in Islington.

5.3.24 A mansard roof is a traditional type of roof that is generally not appropriate for contemporary buildings. There are two main types: flat mansard incorporating steep front and back and almost flat top (usually not acceptable in conservation areas); and traditional mansard incorporating a steep angled front and rear and shallow angled roof up to the ridge-line. Dormer windows are best suited to both types. Pitched ridge roofs are occasionally used for roof extensions instead of a mansard. They can accommodate dormer windows or skylights that follow the roof profile if outside a conservation area.



5.3.25 Contemporary roof extensions, with a lightweight appearance such as glass and steel, comprise a vertical frontage and flat roof that is usually well set back behind the front parapet. They are most appropriate on relatively modern buildings. Sometimes there is scope for contemporary extensions on Victorian terraces where existing contemporary extensions already exist in the terrace or on corner buildings that differ from, and provide a positive juxtaposition to, the remainder of the terrace.



5.3.26 Roof extensions to historic terraces should normally retain the historic parapet form and be set behind it. Particularly to Victorian/Edwardian terraces, the raising of the brickwork should be avoided, with a clear distinction between the host building and the roof extension above being maintained. Butterfly parapet profiles are a strong characteristic of rooflines in Islington and where these survive they should be retained. On terraces where one section of the consistent parapet line may have been lost, its reinstatement will be encouraged.

5.3.27 Party walls should follow the form of roof and should not include a 90 degree up stand projecting beyond the form of the roof extension to avoid unsightly protrusions. Chimney stacks should be retained and only raised where they will not disrupt the rhythm of the terrace.

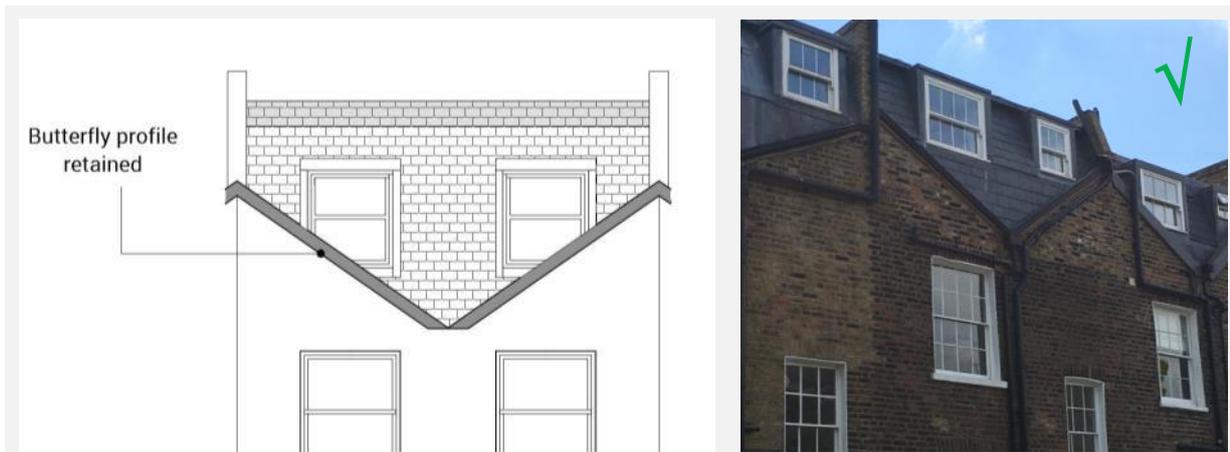


Figure 24 Where butterfly parapet profiles are a characteristic feature, these should be retained.

Dormers

5.3.28 Dormer windows are typically incorporated within pitched roofs and mansard roofs. Their design should be in keeping with the original dwelling, and they should be positioned to line up with the windows below and be no wider overall than the windows immediately below them in the façade. As a result, the window within the dormer will be narrower than the windows on the main building. A small centrally positioned dormer can also be an acceptable approach to introducing a dormer window, particularly on narrower plot widths.

5.3.29 The detailed design and proportions of the dormer should relate to the windows of the original house. The solid surrounds (cheeks) of the dormer should be as slender as possible; a simple lead cloaking with a double hung sash timber window is often the best solution in historic buildings. Except for the window frame and cloaking material, there should not be any solid face. The dormer should be positioned a clear distance below the ridge-line, significantly clear of the boundary parapets, and above the line of the eaves.



Figure 25 Acceptable approaches to dormer window design and arrangement

Roof lights

- 5.3.30 Roof lights should be designed with a slender profile and should, ideally, be flush with the roof covering to minimise their visual impact. As with dormers, the positioning and design of roof lights should relate to the windows of the original house so they do not crowd the roof, with an overall width no wider than the window apertures in the main façade.
- 5.3.31 When designed as per the above guidance, roof lights that follow the roof profile are an unobtrusive design feature and can be used where in locations where it is important to retain the profile of the roof slope, for example where an unbroken roofline in a conservation area precludes the use of dormer windows. However, they are generally not suitable for mansard roofs, as they would appear as a discordant feature.

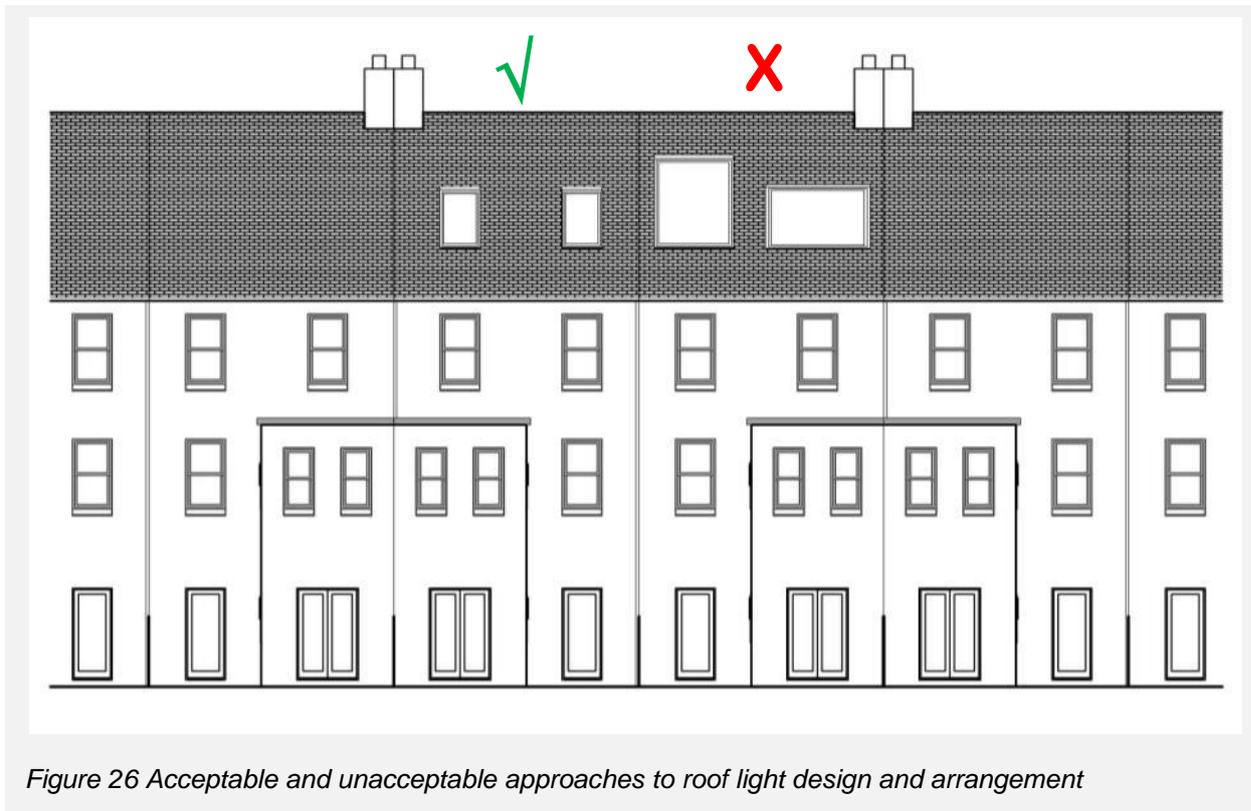


Figure 26 Acceptable and unacceptable approaches to roof light design and arrangement

Basement development

- 5.3.32 Basement development in most instances involves changes to the existing building and/or the introduction of new above ground structures, which impact on both the character and appearance of a locality. New or extended basements should therefore be designed to ensure that any associated external manifestation responds to the prevailing streetscape. New structures such as lightwells, railings, steps, plant, roof lights, and other forms of lighting should not create visual clutter or interrupt the prevailing rhythm of the street and should respect the special architectural or historic interest of heritage assets. Full guidance is provided in the [Basement Development SPD](#).

Garden buildings

- 5.3.33 The predominant Islington townscape is urban and densely developed in character, which underlines the importance of gardens, open space and open aspects; they provide visual and environmental relief. Where garden rooms and studios are acceptable by virtue of their small scale, low height and location within a large garden, they will be subject to all other adopted design policies, objectives and considerations.
- 5.3.34 Garden buildings should be designed to be subservient to the main building on the site. They should be as low as possible, with a modest footprint and should be sufficiently set away from boundaries to prevent cumulative impact or a 'terracing' effect arising from similar built form to the end of adjoining gardens. They should normally be of lightweight construction, and will only be acceptable where sufficient garden/open space remains.

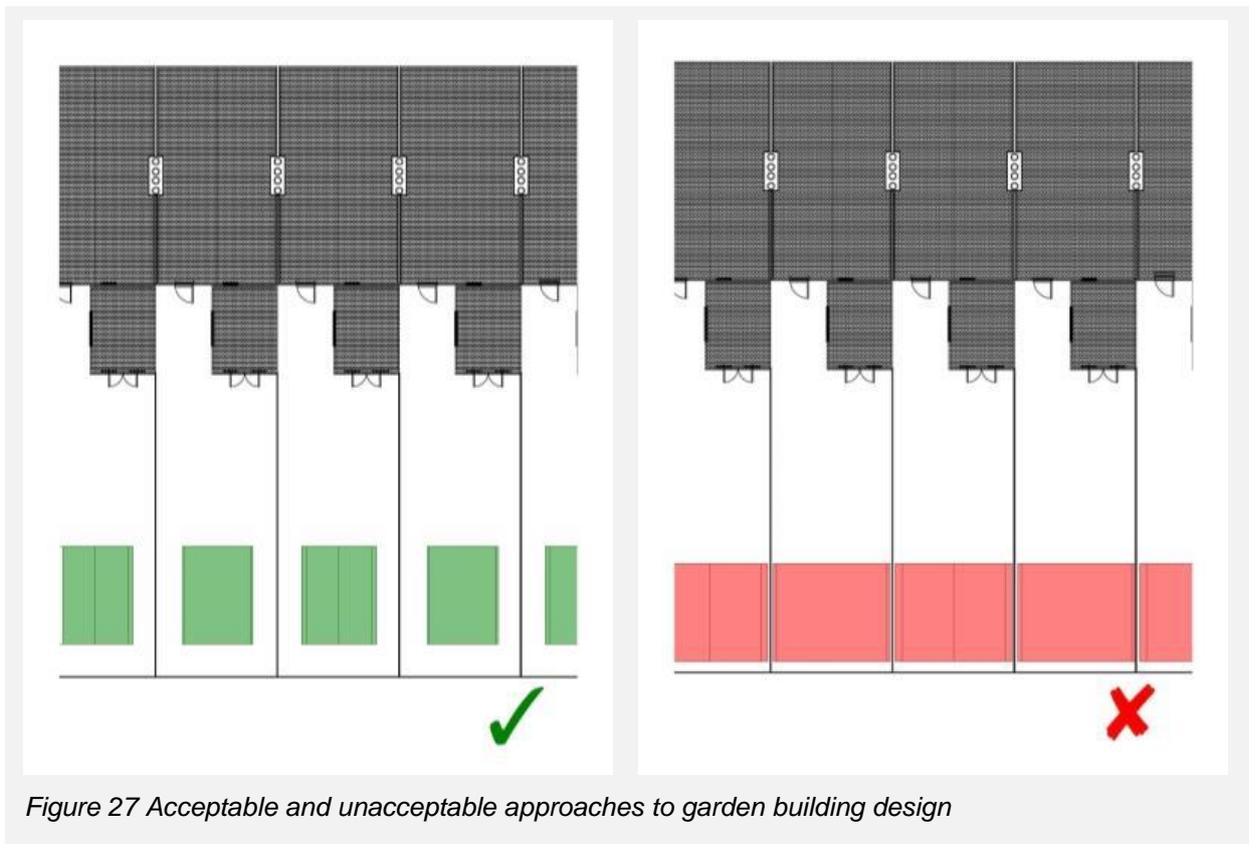


Figure 27 Acceptable and unacceptable approaches to garden building design

Roof terraces and balconies

5.3.35 Balconies and terraces provide valuable amenity space for flats that would otherwise have little or no private exterior space but they can also cause nuisance to neighbours and appear visually incongruous. When considering the introduction of a roof terrace or balcony, the main considerations should be:

- The scale and visual prominence
- The impact on the established townscape and architectural style
- The impact on neighbouring properties (overlooking and visual amenity)

5.3.36 The positioning of roof terraces and balconies is also a crucial consideration; for instance the use of setbacks may assist to minimise overlooking. Another solution to address overlooking issues may be the use of screens, however, the impact on daylight and sunlight, outlook and visual appearance must be carefully considered. There is sometimes scope for roof terraces above flat topped rear additions, subject to their impact on adjacent residential amenity.

5.3.37 Where roof terraces are acceptable, care should be taken to minimise the visual clutter created by balustrades and privacy screening. Metal balustrades can often be more discrete than glazed balustrades that are highly reflective and require regular maintenance. In conservation areas, both public and private views will be taken into account in the assessment of the visual impact of any application for a rear roof terrace on the character of the area.

5.4 Energy Saving Measures and Renewables

Key IUDG Objectives

- Energy saving measures should be considered at the earliest stages of design and their effectiveness considered alongside their potential impacts on the character and distinctiveness of the area
- Proposed building technologies should be demonstrably effective and appropriate to their setting

Photovoltaic panels

- 5.4.1 PV (photovoltaic) panels will be encouraged where they deliver appreciable benefits, operating efficiently without harming the appearance of the building. There are many different solar panels on the market with some designs able to be integrated in the roof structure and can be much less visually intrusive. In sensitive sites (such as listed buildings and within conservation areas), consideration should be given to the visual impact of PV panels on the host buildings and their surrounds, and appropriate technologies adopted to avoid any significant harm.

External wall insulation

- 5.4.2 Solid walls, by the nature of their construction, are not energy efficient. A home with uninsulated solid walls will lose 45 percent of its heat through these walls; almost all pre-WWII houses and flats built up to the 1970s have solid wall. External Wall Insulation (EWI) therefore represents a highly effective means improving the energy efficiency of the borough's existing building stock and alleviating the fuel poverty of residents in homes with solid wall construction.
- 5.4.3 There are a wide range of materials and finishes that can be used for EWI. These should be carefully selected to ensure they are both in keeping with neighbouring buildings/local context as well as being the most appropriate and best performing for the type of building. Detailing is critical to the successful installation of this cladding, both in terms of its visual appearance and performance in terms of delivering the specified improvements to energy performance.
- 5.4.4 Particular care should be taken at joints and junctions; where building elements project from the elevation (for example, sills, balconies, and building services equipment); where items are re-sited on the new face of the building; and the junction of the cladding with the ground. For example, where there are external fixings such as rainwater pipes these should be removed and re-fixed after the insulation has been installed, rather than fixing the insulation around the pipes. Where possible, the extent of externally fixed services should be reduced as part of the process. Consideration will also need to be given to how the important original features of a building are preserved in a sympathetic way, where applicable.
- 5.4.5 The Insulated Render and Cladding Association (INCA) is the recognised trade body for the EWI industry and has published a Best Practice Guide ([INCA EWI Guide](#)) that includes guidance on choice of finishes, detailing and installation to help design and ensure the finished development matches the quality envisaged by the designer. The Council will expect applicants for EWI to have reference to this guide, and may request further details to ensure that installation is undertaken in a way that will deliver the specified thermal benefits, be aesthetically pleasing and ensure that the EWI lasts for its design life.



Figure 28 The Holly Park Estate before (left) and after (right) installation of external solid wall insulation. The use of high quality materials and attention to design details such as the brick render used for the horizontal banding between windows, brick slips at the ground floor level, coloured render and the quality of the installation were critical to the success of this project

Energy efficient windows

- 5.4.6 Energy efficient windows are a key component in keeping homes warm, alleviating fuel poverty and reducing carbon emissions. The U-value of a building material is a measure of how effective a material is as an insulator, with lower values indicating better insulating properties. While technologies continue to advance, as a general rule the U-value of double glazed windows is significantly higher than single glazing, regardless of framing materials.
- 5.4.7 In considering upgrading existing windows to double glazing, various factors should be taken into account, including energy performance, cost and appropriateness to context. The chosen solution should deliver improved energy performance alongside a design which is sensitive to the architectural period of the building. For example, in period properties where the original windows are characterized by glazing bars, replacement double glazed windows should have internal glazing bars of the same profile as the original windows.
- 5.4.8 In particularly sensitive areas/buildings, alternatives to replacement windows, such as draft proofing existing windows and internal secondary glazing, will be encouraged. Unless it can be demonstrated that the original windows are beyond repair, the replacement of historic windows to listed buildings is not acceptable

5.5 Services and Facilities

Building services and equipment

- 5.5.1 It is important to consider, from the outset, where cables, pipes, flues, gas meters, alarms, air conditioning equipment and other building services equipment will be located. Where these services are introduced as an afterthought, or where external fixing is determined by a cost cutting exercise, what was a well-designed building is visually compromised to the detriment of the street scene. In most cases, therefore, a condition is likely to be applied to any planning permission prohibiting external fixing.
- 5.5.2 Any plant or machinery associated with the operation of a commercial flue should be located within the building if possible. If it is necessary to install plant on the outside of the building, it should be located at a low level (preferably within a courtyard or rear garden area) and either obscured from view by existing structures such as parapet walls or housed within a suitably designed enclosure.
- 5.5.3 Commercial extraction equipment should be located to the rear of commercial properties and should not be visible from public views. Flues should not discharge above the highest point of the roof, unless this is necessary in order to avoid noise or odour nuisance to neighbouring properties. Extraction ducting should be narrow and affixed with anti-vibration mounts close to the face of the building.
- 5.5.4 Where substations front the street, these should be treated appropriately to provide an animated, high quality frontage that makes a positive contribution to the streetscene. Innovative design solutions are encouraged over a standard louvered finish, for example laser cut metal, as these provide for the required technical compliance, ventilation and safety as well as an attractive street frontage

Waste and recycling storage

- 5.5.5 In addition to Islington's Recycling and Refuse Storage Requirements (refer to [Guidance for Architects](#)) bin stores should be designed so they neatly integrate with building frontages and thresholds and do not undermine community safety. Particular care needs to be taken with tall or bulky bins, such as 'eurobins', which require bin stores that might block sight lines.
- 5.5.6 It is normally unsuitable to locate them in the front threshold area where their height can block sight lines particularly around residential entrances. For convenience as well as community safety reasons they are normally better located behind the building façade next to the building entrance. Very large communal bin stores should be avoided where they occupy a long dead frontage. They will also be unacceptable if they result in long walking distances from the residential units they serve.

Aerials and telecommunications equipment

- 5.5.7 Telecommunication aerials and equipment often contribute to physical clutter. Every opportunity should be made to rationalise and reduce their impact within the public realm.
- 5.5.8 When they are affixed to a street frontage or a part of the roof visible from the public realm, satellite dishes often adversely impact upon the streetscape and inappropriately obscure or draw the eye away from a building façade. For this reason they should normally be located out of view from the public realm. While their impact is less, standard television antennae should preferably be located towards the rear of the roof. On blocks of flats and larger buildings, consideration should be given to providing a communal aerial that serves the entire building.

- 5.5.9 Particular care needs to be taken with mobile phone/telecommunication masts to ensure their size, height and positioning does not inappropriately dominate the surrounding public realm. They should be located where they are largely obscured from the surrounding public realm and do not impact adversely upon the skyline from longer views.

Other roof structures

- 5.5.10 Roof structures that are not an integral part of the building such as plant or railings should normally be avoided, particularly if they are visible from the public realm or would undermine residential amenity. If space for plant machinery is required this should be accommodated within the building envelope.
- 5.5.11 Lift overruns that project above the roofline should be avoided. If this is not possible, they should be incorporated on the rear part of the roof, where they are not visible from the street.

5.6 Shopfront Design

Key IUDG Objective

- New or refurbished shopfront designs should respect the local street scene, the building as a whole and its design detail.

5.6.1 Islington's traditional shopping streets make a substantial positive contribution to its character and distinctiveness. However, the quality of many of Islington's traditional shops has been eroded by poor quality replacement shopfronts and inappropriate alterations. Although there has been an improvement in recent years, poor quality shopfronts detract from the quality of Islington's built environment.

5.6.2 It is important that historically and architecturally significant shopfronts are retained and restored, and that new shopfronts to historic buildings are of high quality traditional design, with appropriate signage and constructed from robust materials. Likewise, shopfronts to modern or new buildings should be high quality contextual design and successfully integrated into the overall building design.

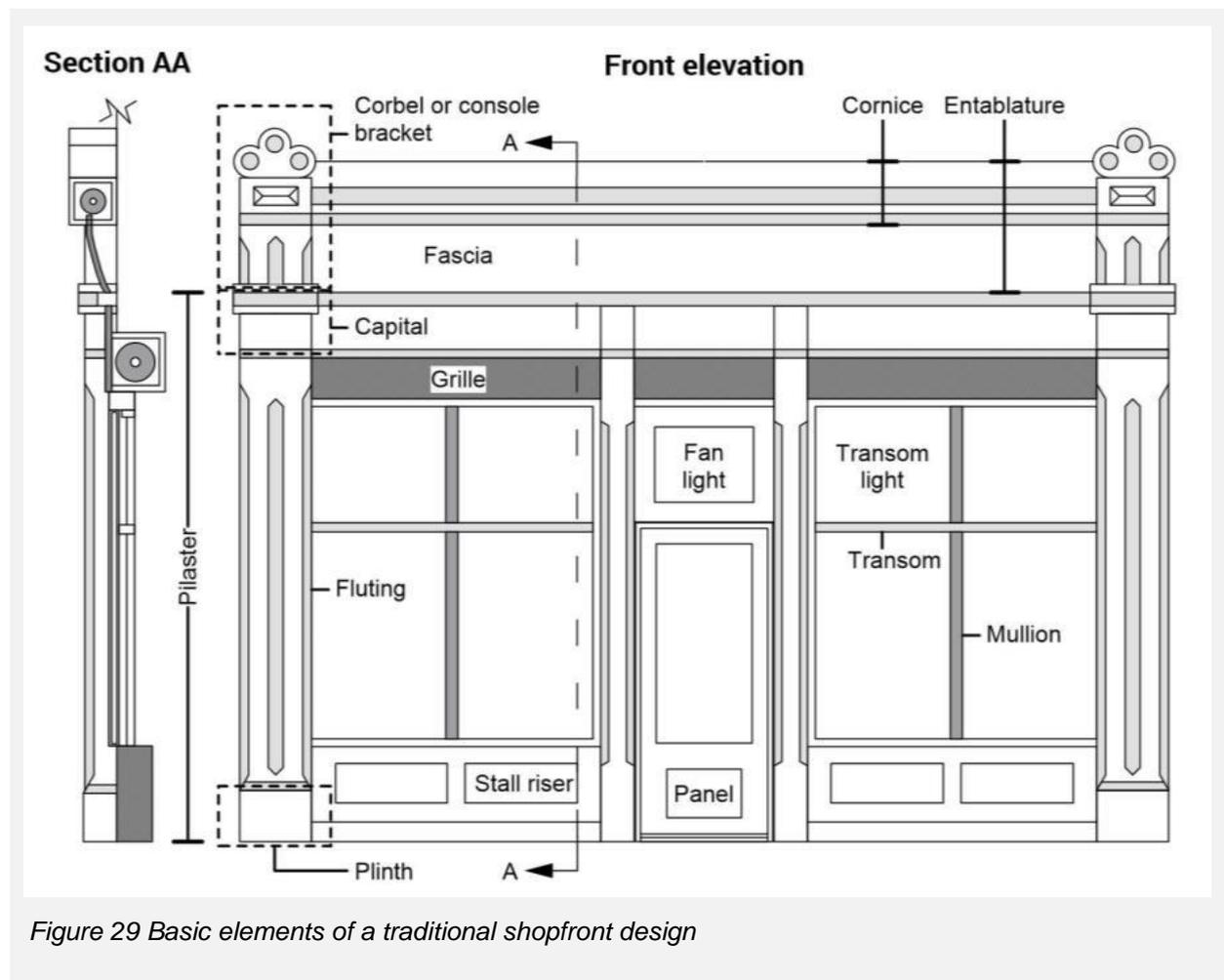


Figure 29 Basic elements of a traditional shopfront design

Shopfront types

- 5.6.3 Islington's historic shopfronts can generally be divided into four types: Georgian, Victorian, early/mid twentieth century and late twentieth century. Georgian shopfronts in Islington are rare and all are listed. They are characterised by classical architectural detailing and shop windows, often bowed, divided with glazing bars into a number of small panes.
- 5.6.4 The majority of shopping areas in Islington date to the Victorian period and it was during this time that what is referred to as traditional shopfront design was established. Victorian shopfronts are well proportioned and comprise of pilasters, corbel brackets, cornice, fascia, clerestory, a shopwindow divided with mullion and a stallriser. Signage will usually comprise of hand painted letters to a timber fascia or back painted glass with gold lettering, in addition there may be a projecting hanging sign. Entrances might be recessed and the threshold tiled with mosaics or terrazzo.
- 5.6.5 Victorian pubs are some of the most prominent and architecturally interesting buildings in Islington. Most were built from the early 19th century to the early 20th Century. Their style changed considerably during this period from a simple late Georgian style to a more elaborate form decorated with glazed tiles, terracotta, marble, stained glass, and borrowing from many architectural traditions such as Classical, Gothic, Baroque, Italianate, and Arts and Crafts.
- 5.6.6 While many have been lost in recent years Islington also retains some high quality early twentieth century shopfronts. These are often characterised by Art Deco or Moderne design and constructed from materials such as chrome, steel, bronze, Vitrolite (a self coloured glass, often black), leaded glass, often with terrazzo and mosaic thresholds.
- 5.6.7 The poor quality late twentieth century shopfront is typified by an aluminium shopfront, bulky internally illuminated plastic box fascia and projecting sign and external solid security shutter with bulky shutter box. Solid security shutters are visually unsightly, prevent natural surveillance, attract graffiti, obscure the shopfront and window display and create hostile and unsafe streets.



Figure 30 Typical shopfronts from (top to bottom) the Georgian and Victorian periods, and new shopfronts in the contemporary and traditional style.

Elements of shopfront design

- 5.6.8 Good shopfront design, whether modern or traditional, recognises the importance of various elements of the shopfront, and integrates the aspirations of the shop owner without detrimentally affecting the building or its context.

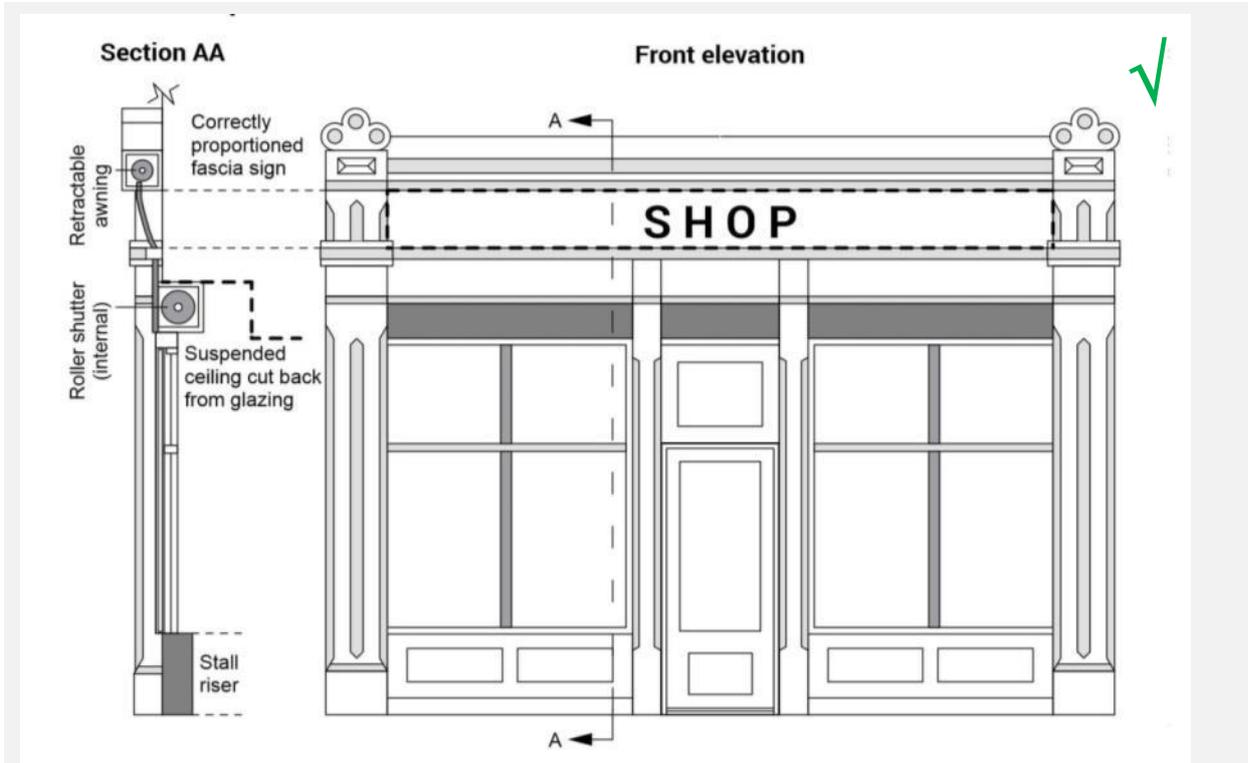


Figure 31 Good shopfront design

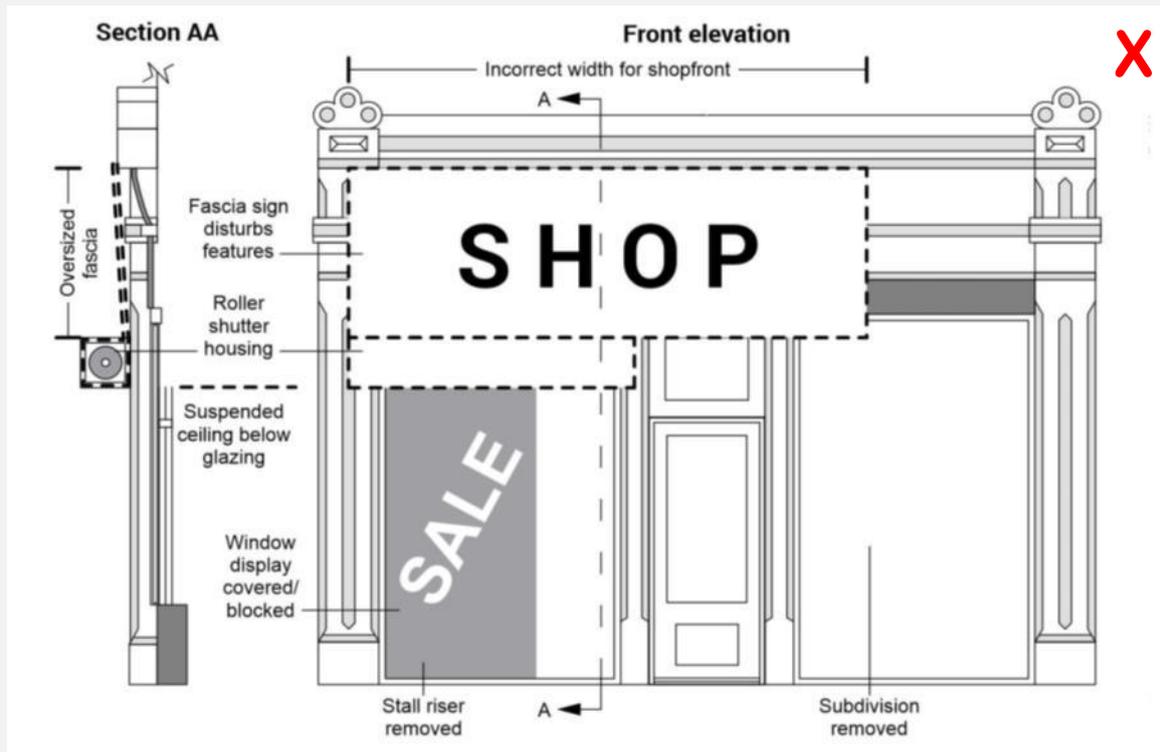


Figure 32 Bad shopfront design

Choosing the appropriate style and materials

- 5.6.9 New or refurbished shopfront design should respect the local street scene, the building as a whole and its design detail. New shopfronts to historic buildings should follow the principles of traditional shopfront design. They should be well proportioned and comprise of pilasters, corbel brackets, cornice, fascia, clerestory, a shop window divided with mullions and a stallriser. Signage should comprise of hand painted letters to a timber fascia or individual metal letters and a single modestly sized projecting or hanging sign illuminated by discrete individual light fittings.
- 5.6.10 Traditional shopfronts should be constructed from painted timber and may have a more robust stallriser made from dark coloured hard stone or coloured glazed bricks. A traditional style canvas awning should always be integrated within the shopfront. Security shutters should always be placed internally and be of an open mesh or grille design.
- 5.6.11 Where contemporary shopfronts are appropriate, whether in a new building or to replace a poor quality shopfront within a modern building, these should be constructed from robust materials such as steel and hard stone. Painted aluminium shopfronts are unacceptable in sensitive areas and unpainted aluminium and uPVC shopfronts are always unacceptable. Painted render is not an appropriate material for shopfronts as it is not sufficiently robust and requires regular maintenance.
- 5.6.12 When contemporary shopfronts are designed to be substantially glazed with minimal framing, a clear signage strategy needs to be considered taking account the needs of future occupiers as well as appropriate appearance. Consideration should also be given to the legibility of signage placed behind the glass to those with visual impairments.

Combining shopfronts and corner shopfronts

- 5.6.13 Shopfronts spanning more than one property should avoid disrupting the vertical emphasis of the host building and reflect the break between properties with pilasters. Corner shopfronts have an important visual and practical role to play in shopping areas. Special care will be required for shops of 'double' aspect and window displays.

Openable/folding shopfronts

- 5.6.14 The removal of traditional shopfronts and stallrisers to create openable/folding shopfronts is generally not appropriate in sensitive areas as when open they create a void and when closed appear as a row of doors rather than as a shop window, eroding the character and appearance of the shopfront and locally distinctive areas.



Figure 33 An approach to designing an openable shopfront which successfully maintains an appropriate solid to void ratio

- 5.6.15 In some circumstances it might be possible to design a new shopfront which has a traditional appearance but is partly openable. For example, some shops and pubs had shop windows which incorporated large sash windows which could be opened.

Shop windows

- 5.6.16 Shopfronts should comprise of a sizeable shop window, to provide visual interest from window displays that animate a shopping street and provide passive surveillance. Large areas of obscured glazing or solid frontages are not supported. Shop windows should be divided by mullions where a vertical emphasis characterises the streetscape.

Doors

- 5.6.17 Shopdoors should be primarily glazed (often with the lower part solid aligning with a stallriser) and so distinguished from residential entrances which should be solid. Historically significant recessed entrances should be retained as these make a positive contribution to the character and distinctiveness of an area.
- 5.6.18 New shopfronts should avoid recessed entrances and provide level access. Existing shopfronts should be carefully adapted to provide level access where possible, by for instance ramping any level change internally to retain and historic or architectural significance.

Fascias, signage and lighting

- 5.6.19 Fascias should not obscure windows or architectural detailing and should be in proportion to the rest of the building. Generally the depth of the fascia should not exceed one quarter of the height from the pavement level to the underside of the fascia. The fascia should not extend below the head of the pilaster nor above the perceived floor level below the first floor windows. Corbels above the pilasters have traditionally contained the fascia and also determined its height. Where corbels no longer exist, they should be reinstated.
- 5.6.20 Signage should be of an appropriate size (in line with the principles of inclusive signage) and not dominate a shopfront or building. On traditional/historic shopfronts, fascias should be painted timber with either hand painted lettering or raised individual metal letters. Plastic and projecting box fascias are unacceptable. Lettering to fascia signage should be proportionate to the scale of the shopfront. Vinyl signage to shop windows is discouraged as this can create a blank frontage to the street.
- 5.6.21 A single traditional slim projecting or hanging sign to a shopfront may be acceptable but should not have attached lighting as this can result in an overly bulky appearance, they should be illuminated by discreet light fittings attached to the fascia directed towards the sign. Signage will not be permitted to upper floors. Projecting or hanging signs should provide at least 2.4m clearance from ground level.
- 5.6.22 Flashing internal or external lighting, and/or internally illuminated or bulky projecting box signs will not be permitted. Shopfronts should be illuminated with either traditional or discrete contemporary individual light fittings. Bulky trough lights will not be permitted in sensitive areas and are discouraged elsewhere.

Stallrisers

- 5.6.23 Stallrisers are important for providing a base to the shopfront and protecting the shop window from damage and dirt. Stallrisers should generally be around 300-450mm high, but will differ depending on the proportions of the shopfront.
- 5.6.24 Painted render is not an appropriate material for stallrisers as it is not sufficiently robust and requires regular maintenance. Timber stallrisers can require regular maintenance and may be prone to decay, therefore, where timber is specified it should be of hard wood and regularly maintained. More robust forms of stallriser

such as a dark coloured hard stone, coloured glazed brick, and engineering brick should be considered if appropriate to the character of the shopfront.

- 5.6.25 Proposals to remove sections of stallriser to provide glazed openings to light a basement floor will generally not be permitted. However in some circumstances it might be possible to conceal glazing behind an ornate iron grill.

Pilasters and consoles

- 5.6.26 Pilasters and console brackets frame the shopfront and provide vertical emphasis between adjacent shopfronts. They should generally divide premises in alignment with the party walls. Their design should reflect the level of detail used in other elements of the shopfront.

Ventilation

- 5.6.27 Natural ventilation to traditional shopfronts is best provided by an openable clerestory. Vents to shopfronts, usually to the stallriser, should only be proposed if absolutely necessary, their size should be minimised, they should be appropriately located and they should comprise of ornate iron grills. Contemporary shopfronts should have the ventilation built into the design to ensure it will not add visual clutter and appear as an afterthought.



Figure 34 When ventilation grilles are proposed to a traditional shopfront they should be sensitively integrated into the stallriser.

Awnings

- 5.6.28 Awnings should be traditional straight canvas and capable of full retraction. They should be carefully integrated within the shopfront so when retracted the awning is fully concealed and flush with the shopfront. 'Stuck-on' awnings and 'Dutch canopies' are not acceptable. Awnings should be the full width of the shopfront.
- 5.6.29 There may be scope in some circumstances to add a traditional awning to an existing shopfront within a timber awning box provided it that it is not too bulky and is integrated into the existing shopfront. Awnings should provide safe and adequate ground clearance (minimum 2.4m above ground level).

Corporate styles

- 5.6.30 Company logos, signs and standard shopfront designs may not be suitable either to individual buildings or in sensitive areas. The overall appearance of the building and the area is more important than uniformity of design to promote a 'corporate house style' for different branches of the same company. Care should be taken to appropriately adapt the design and incorporate the company logo in the overall design.

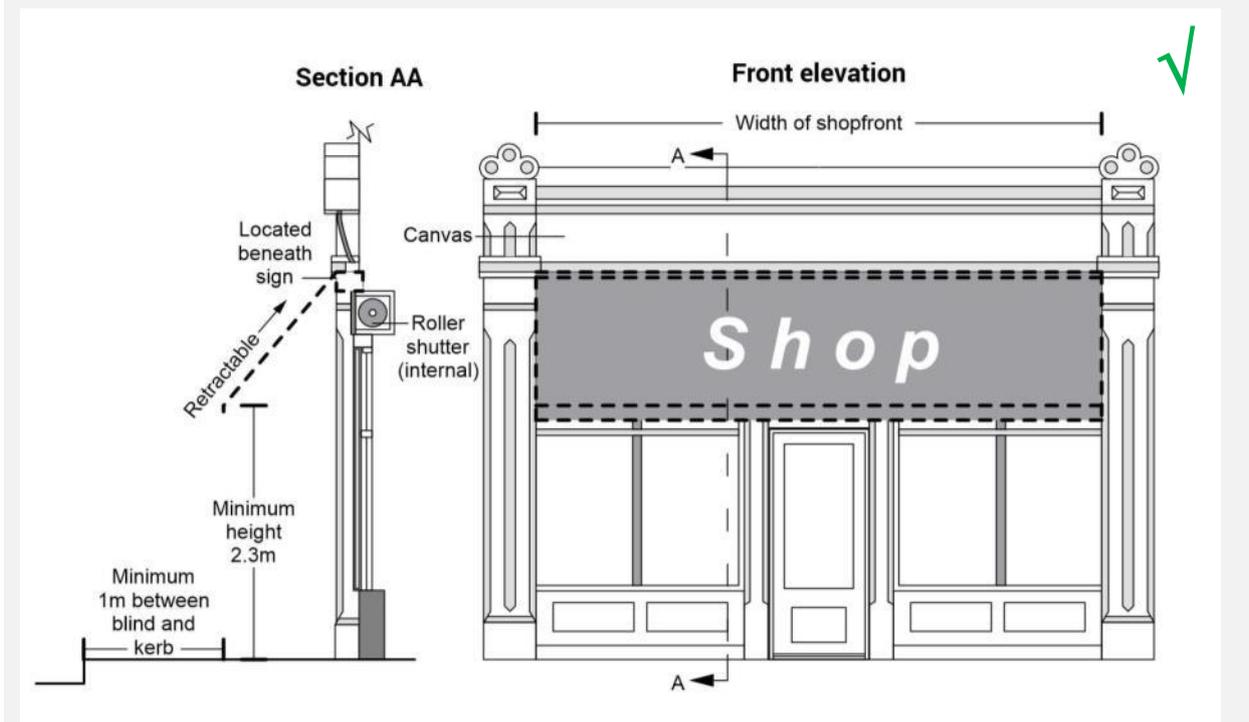
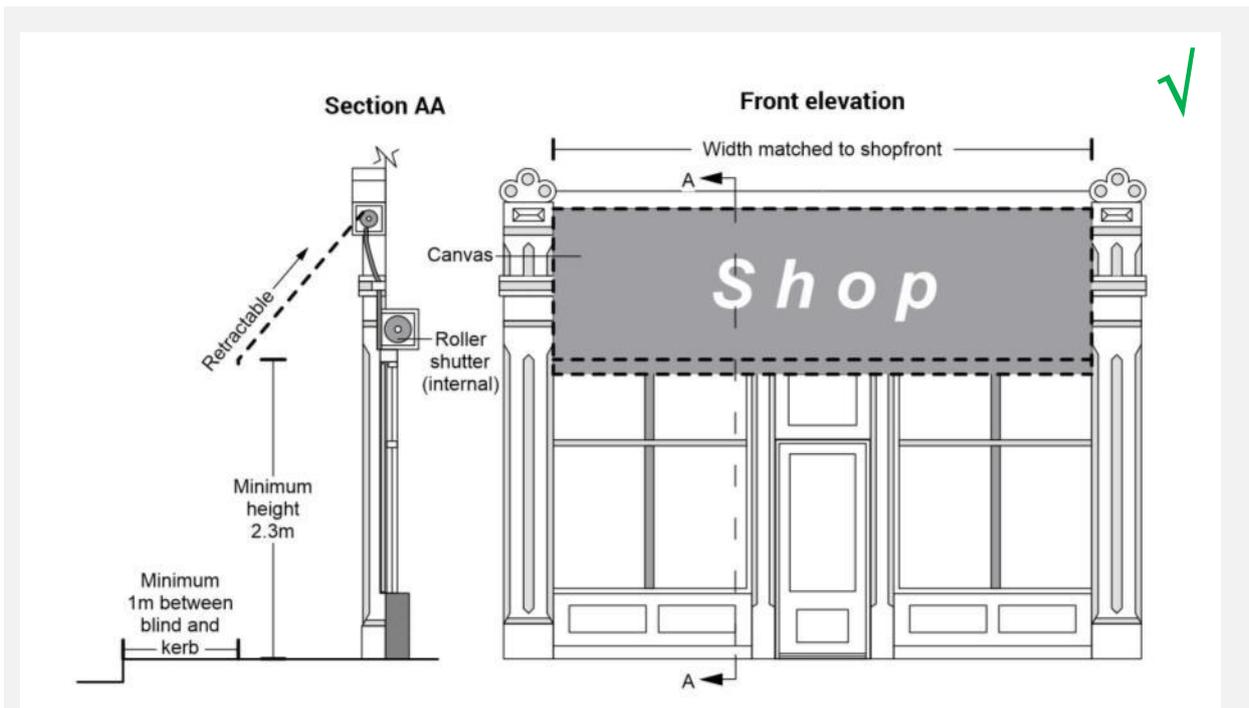


Figure 35 Appropriate ways to add an awning

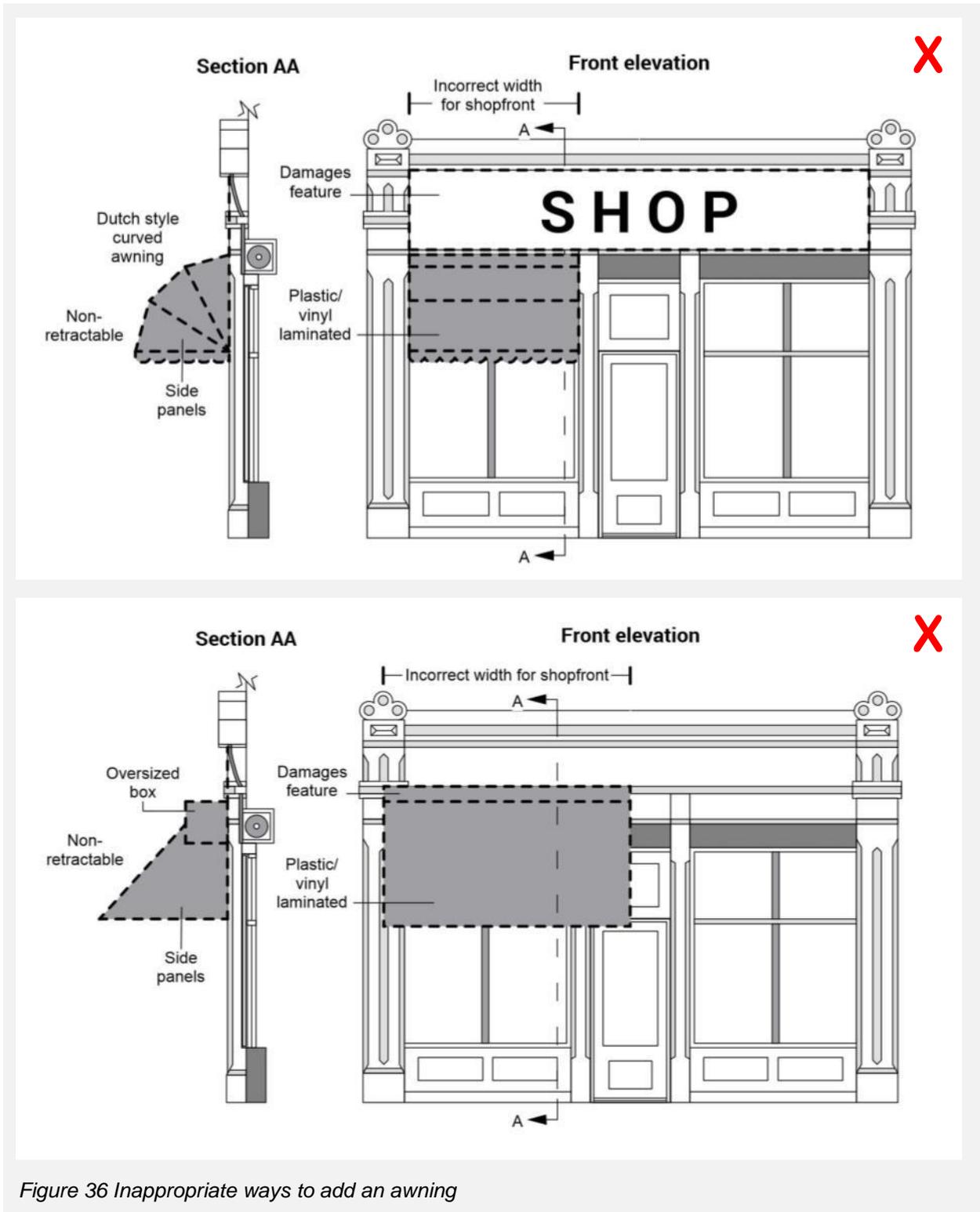


Figure 36 Inappropriate ways to add an awning

Security shutters

- 5.6.31 Security shutters should always be placed internally and comprise an open mesh or grille because, when in use, solid security shutters are visually unsightly and prevent natural surveillance; they attract graffiti, obscure the shopfront and window display and create hostile and unsafe streets. External security shutter boxes are bulky and visually unattractive.

5.6.32 Permission will not be granted for external security shutters unless exceptional circumstances can be demonstrated. Such circumstances might include an historically or architecturally significant shopfront that cannot be adapted to allow for internal security shutters, in which case external grilles might be permitted provided that these are removed during the day. In other possible circumstances external security shutters should be integrated as part of the shopfront, not requiring an external box, and should be an open mesh or grille so not completely solid.

5.6.33 However, there will be very few cases when exceptional circumstances can be demonstrated as security glass (from standard 7mm laminated glass to bullet proof glass) provides an ideal security solution with no visual impact on a shopfront.

Shop to residential conversions

5.6.34 Many former shops and pubs in Islington have been converted to residential use. In nearly all cases the best approach to convert a shop to residential use will be to retain the shopfront as these often contribute to local character and distinctiveness; in some cases this may require upgrading the current shopfront to a style that is more appropriate to the building/local area. This will be especially important in conservation areas. Replacement of shopfronts with solid walls and fenestration do not generally successfully integrate with the upper floors of a building originally designed to incorporate a shopfront.

5.6.35 In order to provide natural ventilation clerestories can be openable. Privacy should ideally be provided by internal blinds rather than opaque film. Proposals to remove sections of stallriser to provide glazed openings to light a basement floor will not generally be permitted. However, in some circumstances it might be possible to conceal glazing behind an ornate iron grill.

5.6.36 Permitted development rights are available for change of use from retail (A1) to residential where the floor area (GIA) does not exceed 150sqm. This presents the designer with a challenge; how to retain the character of the street, the animation of the facade and the natural surveillance provided by a shopfront, when a homeowner is likely to demand greater privacy. Solutions reached are not subject to planning controls but the following example of good practice is offered by way of inspiration.



Figure 37 The conversion on the left has retained the external features of the original shopfront, using internal blinds to achieve privacy, to successfully introduce a residential use without compromising the character of the immediate surroundings. In contrast, the conversion on the right has not responded to the character of the building or the immediate surroundings and has a negative impact on the area.

APPENDIX A UDG DESIGN OBJECTIVES

Policy Requirement DM2.1A(i) be sustainable, durable and adaptable

UDG Objectives:

- Development should be resource efficient and post-occupancy energy use minimised.
- Proposed building technologies should be demonstrably effective and appropriate to their setting.
- Development should enhance the local microclimate and not prejudice the environmental performance of neighbouring properties.

Policy requirement DM2.1A(iv) improve the quality, clarity and sense of spaces around or between buildings

UDG Objectives:

- Development should reduce the impact of vehicles on the built environment
- Development should be organised to ensure that streets and spaces between buildings feel safe without undermining residents' privacy.
- Development should create and or enhance good quality open space (public and private)
- Building heights should be considered in terms of their proportion and in relation to the size of the space they define and/or enclose

Policy requirement DM2.1A(v) enhance legibility and have clear distinction between public and private spaces

UDG Objectives:

- Development should define and or enclose space
- Development should be coherent, well connected and promote community safety
- Development should provide a suitable backdrop to the public realm

Policy requirement DM2.1A(vi) improve movement through areas, and repair fragmented urban form

UDG Objectives:

- Development should normally retain and or repair the existing roofline
- Development may serve to announce a place, close a view or emphasise a junction at the intersection of streets
- Development should maintain an appropriate height:width ratio between the buildings and the street they flank
- Development should maintain the prevailing plot width to height ratio.

Policy Requirement DM2.1A(vii) 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

UDG Objectives:

- Development should address the traditional building hierarchy, respect the established order and local character.
- Development should restore and or enhance connections between places and tie in with the existing street pattern
- Residential extensions, both above or below ground, should respect the integrity, rhythm and visual amenity of the street scene
- Basements should be designed sympathetically with the host building and its surroundings
- New or refurbished shopfront design should respect the local street scene, the building as a whole and its design detail.

Policy Requirement DM2.1A(viii) reinforce and complement local distinctiveness and create a positive sense of place

UDG Objectives:

- The shape and form of open spaces should be positively determined
- Development should contribute to the play facilities and ecological value of an area
- Development should employ materials that are of high quality, be robust, sustainable and appropriate to their context

Policy Requirement DM2.1A(ix) sustain and reinforce a variety and mix of uses

UDG Objectives:

- Development should contribute to the vitality and mix of uses on commercial streets and main roads

Policy Requirement DM2.1A(x) provide a good level of amenity including consideration of noise and the impact of disturbance, hours of operation, vibration, pollution, fumes between and within developments, overshadowing, overlooking, privacy, direct sunlight and daylight, over-dominance, sense of enclosure and outlook

UDG Objectives:

- Energy saving measures should be considered at the earliest stages of design and their effectiveness considered alongside their potential impact on the character and distinctiveness of the area.
- Balconies should enhance the quality of accommodation and the articulation of facades
- Garden rooms and outbuildings should be subordinate to the main building

APPENDIX B REFERENCES

A Play Strategy for Islington

Biodiversity Action Plan

Character and Context SPG

Conservation Area Guidance

Housing SPG

Environmental Design SPD

Inclusive Design in Islington SPD

Inclusive Landscape Design SPD

London Plan

London View Management Framework SPG

Planning Obligations (Section 106) SPD

Streetbook SPD

Towards a Fairer Islington (Corporate Plan 2015-19)

Tree Strategy

Consultation Statement



Draft Urban Design Guide SPD

June 2016

Regulation 12(a) Consultation Statement

Urban Design Guide SPD Preliminary Consultation Statement

1. Purpose and background

The statement has been prepared in accordance with regulation 12(a) of the Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended) which sets out the requirements for public participation and for preparing a consultation statement. It accompanies a draft Supplementary Planning Document (SPD) which provides guidance on how urban design principles should be applied to ensure that new development successfully contributes to making the borough a better place. The SPD is applicable to all new developments, including alterations and extensions to existing buildings.

This statement sets out details of the preliminary consultation that has taken place which has informed the development and refinement of the draft Urban Design Guide Supplementary Planning Document (SPD). It provides details of who was consulted, how and when to inform the preparation of the SPD, what main issues were raised during the public consultation stage and how those issues have been addressed in the draft SPD.

2. Preliminary consultation

The council conducted a preliminary consultation exercise on a discussion paper between 8 December 2014 and 30 January 2015. Respondents were invited to answer ten questions, and an online questionnaire mirroring the questions posed in the discussion paper was also set up using Survey Monkey. This was accessible via the SPD webpage on the council's website.

The council targeted this public consultation to all of those individuals and organisations registered on planning policy consultation database (over 1700 registered). Where email addresses were not available, letters were sent.

In total, 22 responses were received; 15 written consultation responses and seven online questionnaire responses. These responses, and the council's response to them, are collated in the table in Appendix 1. A meeting with Islington amenity groups was also held, with the Islington Society, Amwell Society, Canonbury Society, DOCOMOMO and Upper Street Association in attendance, and the issues raised at this meeting have also been taken into account in the draft SPD.

3. Analysis of preliminary consultation responses

The 22 responses were received from a range of respondents. Detailed responses were received from: The Islington Society; English Heritage; Montagu Evans; Savills; and DOCOMOMO. There were 10 other, essentially single issue, responses, and seven local residents responded to the online survey. Responses, broadly speaking, fell into the following categories:

- The level of prescription perceived in the advice given.
- The precision of language used
- Resistance to gated development
- A desire to see greater emphasis on contemporary and alternative site layouts
- The importance of developments' environmental/thermal performance
- The economic realities of redevelopment/refurbishment/home/estate improvement
- The need for a relaxation of domestic design restrictions to meet burgeoning demand

4. Next Steps

This consultation statement will be updated following public consultation on the draft SPD. A full consultation statement detailing work undertaken and responses received at both preliminary consultation and full consultation stages will be published alongside the final Urban Design Guide SPD.

Appendix 1: Council response to written and online consultation responses to Discussion Paper and issues raised during public meetings

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
Written responses		
<p>Islington Society</p>	<p>We are not convinced that the revised SPD should be called the Islington Design Guide (para 2.6). ‘Design’ is a broad church covering areas not associated with the built environment, such as interior design of offices and reception areas and such as graphic design of leaflets and signage, amongst others. Islington <i>is</i> an urban area and the appendage ‘Urban’ seems appropriate to this guide to the quality of the built environment.</p> <p>We agree that the aim should be to avoid unnecessary <i>prescription</i>, so long as the <i>guidance</i> is clear and robust</p> <p>Section 3.3 Para 1. Remove the specific reference to ‘brick slips’ and replace with ‘thin brick cladding’.</p> <p>Remove prohibition on ‘metal cladding and rendered surfaces ...’. <i>Well designed and detailed</i> contemporary treatments and materials <i>might</i> be permitted.</p> <p>Para 2. Contradicts prohibition in para 1.</p> <p>Para 3. We entirely agree with the ‘tenure blind’ policy.</p> <p>Section 3.4 A distinction needs to be made between outbuildings ancillary to the residential use that are permitted under PD rights and Garden Rooms that need Planning Permission.</p> <p>Section 3.5 A ‘good proportion of the original garden’ is a bit vague and may need clarification.</p> <p>It should be made clear that ‘keeping something low’ doesn’t mean that sinking it or digging a basement.</p> <p>We don’t agree that a garden room <i>has</i> to be kept well away from a</p>	<p>The document will retain the title ‘Islington’s Urban Design Guide SPD’</p> <p>Guidance is based on achieving clear outcomes.</p> <p>Guidance on the use and detailing of particular materials has been updated in the draft SPD to improve clarity. There is a greater emphasis on detailing and workmanship in the revised draft.</p> <p>The guidance refers only to those developments that require planning permission; the distinction is made clear in the draft.</p> <p>Diagrams are provided to clarify the criteria set, whilst avoiding unnecessary prescription. There is an emphasis throughout on the importance of sustainable and inclusive design.</p>

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
	<p>boundary wall, if it doesn't involve raising the boundary wall in any harmful way. A shed tucked away at the bottom of a garden is often a good place for it, as is a building across the bottom of a garden.</p> <p>Section 3.6 We agree that a balance between reducing energy consumption and safeguarding the visual and historic environment is needed.</p> <p>Section 3.7 Para 3. We recommend that a requirement to demonstrate a positive energy reduction benefit is included in any application to permit them, especially in the case of Listed Buildings.</p> <p>Paras 4 & 5. In the case of existing buildings, there should be a presumption in favour of retaining existing. Decayed windows, both timber and metal, can be readily repaired, usually more cost effectively (cheaply) than replacement windows, retaining their embedded energy.</p> <p>Para 6, etc. We welcome the guidance demanding a justification of the use of uPVC windows.</p> <p>Sections 3.8 to 3.13 Para 3.11 Add "and damage to tree roots" after "vegetation in gardens".</p> <p>Section 3.14 We agree that it is sensible to incorporate the Shopfront Design Guide in this SPD.</p> <p>Section 4.2 We entirely support the presumption against gated communities. This applies equally to retro-fitting to existing residential developments. We specially deplore the Council's installation of defensive barriers to its own estates; examples are at Popham Street, N1 and Holbrooke Court, N7</p> <p>Section 4.3 In principle, we agree that such a revision appears sensible, but we await the revised guidance for comment.</p> <p>Section 4.4 In some Conservation Areas, too, there may be scope for revising the guidance for rear roof extensions by a clearer definition of 'long views' (as distinguished from 'distant views across gardens')</p>	<p>The guidance provided in the draft SPD balances the council's conservation, environmental and inclusive design priorities</p> <p>The Basement SPD (adopted January 2016) sets out comprehensive guidance on where and how subterranean development is acceptable.</p> <p>Support for strengthening guidance in respect to gated developments noted.</p> <p>This scope for a clearer definition of "long views" will be considered when the relevant Conservation Area Guidelines documents are</p>

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	<p>Section 4.9 The wording of the proposed guidance is good.</p> <p>Section 4.11 Remove “both above and below ground”, which is unnecessary and implies acceptance of subterranean developments.</p> <p>Remove “the street scene” (since by definition rear extensions are not on the street); add instead “adjacent and surrounding buildings”</p> <p>Section 4.13 Change “(overlooking and visual amenity)” in last line to “(visual amenity and overlooking, including gardens and their peaceful enjoyment)”</p>	<p>revised.</p> <p>The relevant guidance in the current draft refers to the impact on neighbouring properties. This is considered a sufficient and appropriate planning consideration.</p>
<p>Amwell Society</p>	<p>It may make sense to consider applications for two-storey, full-width rear extensions on their merits outside of conservation areas. We can see no benefit in encouraging such applications within conservation areas, where they are almost certain to be turned down.</p> <p>We are strongly opposed to gated developments, not only in the area surrounding Amwell Street, but throughout the Borough. We support your aim of strengthening the guidelines in this respect</p>	<p>Diagrams are provided to clarify where and how rear extensions may be acceptable.</p> <p>Support for strengthening guidance in respect to gated developments noted.</p>
<p>The Upper Street Association</p>	<p>We strongly support the Council’s decision to review the Guide.</p> <p>Welcome new firmer guidance on shop fronts.</p> <p>Agree firm guidance needed on materials to protect context and quality.</p> <p>Support suggested guidance on garden rooms</p> <p>Disagree with the relaxation of protection of designated protected rooflines</p> <p>Would like the amenity of neighbours’ expressly to be taken into account in any application for extensions.</p> <p>Context must be taken into account, and neighbours’ views and amenity re balconies and roof terraces.</p>	<p>General support noted.</p> <p>The revised guidance continues to protect unbroken roof lines in conservation areas but only unbroken front rooflines elsewhere. Proposals to alter rear rooflines will be permitted in principle but will be subject to the usual quality controls.</p> <p>The amenity of neighbouring properties is a key consideration in the guidance provided on the design and detailing of rear extensions and balconies/roof terraces.</p>

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
<p>The Canonbury Society</p>	<p>The current guide is useful because it is prescriptive – e.g. it comments on heights of extensions and the referencing of space between side extensions and the next door house.</p> <p>We don't agree that 'self-coloured' rendered surfaces are always preferable to painted cement or lime based render. In the Canonbury Conservation Area, there are a lot of houses whose lower and upper ground floors are front rendered and painted in this way. We don't believe this is particularly onerous in terms of maintenance and can look much more attractive than self-coloured surfaces.</p> <p>We welcome the tightening of policy on garden rooms</p> <p>The proposed guidance on basements is inadequate and insufficient. In particular, the proposed guidance does not include the point about gardens in paragraph 3.11</p> <p>We welcome the greater planning status afforded to shop front design.</p> <p>We welcome the slight tightening of policy on rear extensions.</p> <p>We support your three main considerations re balconies and terraces.</p>	<p>General support noted. However, an overly prescriptive approach is counter to the National Planning Policy Framework (NPPF). The draft SPD sets out clear criteria-based guidance.</p> <p>Guidance on the use and detailing of particular materials has been updated in the draft SPD to improve clarity. There is a greater emphasis on detailing and workmanship in the revised draft.</p> <p>The Basement SPD (adopted January 2016) this sets out comprehensive guidance on where and how subterranean development is acceptable.</p>
<p>English Heritage</p>	<p>English Heritage supports the creation of this document and we are generally of the view that it supports the Borough's Core Strategy Policy CS9.</p> <p>Materials - in the context of heritage assets "new materials should be appropriate to the significance of the heritage assets".</p> <p>What is meant by the test of "demonstrable value" in respect of external cladding?</p> <p>It is inappropriate to say that uPVC windows are unacceptable in the setting of heritage assets (re NPPF and PD rights). Suggest uPVC use is tested against the significance of heritage assets including their setting. See Climate Change and Your Home website www.climatechangeandyourhome.org.uk/live/</p>	<p>General support noted.</p> <p>Guidance on the use and detailing of particular materials has been updated in the draft SPD to improve clarity. There is a greater emphasis on detailing and workmanship in the revised draft.</p> <p>Guidance on the specification of replacement windows has been updated in the draft SPD to improve clarity.</p> <p>The Basement SPD (adopted January 2016) sets out comprehensive guidance on where and how subterranean development is acceptable, including in regard to listed buildings.</p> <p>Improved illustration has been a key objective in the production of the revised draft.</p>

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
	<p>Section 3.12 We would recommend that the following sentence is amended to read “The significance of listed buildings may include...that potential”. This better acknowledges the wider range of significance that may be present in a designated heritage asset and the possibility that the plan form in some instances may not be of significance.</p> <p>Basements – please add “the proposed development’s ability to conserve the historic interest of the building” ... This would ensure that in the case of an existing historic basement any features of historic interest would be conserved or enhanced.</p> <p>We support the inclusion of the shop front design guidance.</p> <p>Guidance on the design and construction of rooflines not covered by a designation is welcome.</p> <p>Good practice/implementation illustrations should include examples of historic building</p> <p>Reference should be made to the Building Heights Planning Advice Note.</p>	
Canal and River Trust	The guide should promote the use of the canal for heating and cooling canal side development	This is outside the scope of the SPD.
Local resident	The eighteenth and nineteenth century conception was that the roofs and the dormers within them were subservient to the grand architectural composition of the public, set-piece, uniform composition of Georgian houses in terraces. In terraces like those in Islington, Lambeth, Southwark, Hackney etc. dormers, where there were any, were <i>informal</i> elements and generally <i>mismatched</i> the formal arrangement and regular composition of the houses below. They were regarded as utilitarian illumination of the service rooms located in the attic. English Heritage’s December 1989 “Mansard Roofs” guide illustrates seven examples.	It is understood that historically windows to mansards were often off centre in relation to the windows to the main elevation. However, it would be difficult to demonstrate harm from windows aligned with windows to the main elevation.
Montagu Evans	Character can vary greatly across a borough such as Islington and it is necessary to have a degree of flexibility in policies so that the local	

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	<p>character and distinctiveness can be responded to.</p> <p>In other words, we do not see the ability for there to be varying interpretations of design parameters to be necessarily negative as it can facilitate architects' and designers' creativity and ultimately result in better design.</p> <p>Materials – It is not clear what is meant by 'authentic'.</p> <p>Guidance should be positive - requesting that justification be given for the use of particular materials because the acceptability or otherwise of any material will depend on a variety of factors such as local context, the design rationale for the proposal, the type of building, use and energy-efficiency considerations.</p> <p>Garden rooms – 'a good proportion' is not an objective measure.</p> <p>Energy saving - there should be a clearer indication of how the sometimes-competing aims of the relevant 'parent' policies will be balanced against each other</p> <p>The proposed guidance states that alternatives to replacement windows will be encouraged, particularly in conservation areas. This ignores continued improvements in technology which may make replacement windows more appropriate. Conservation area designation should not be an impediment to their use.</p> <p>Gated communities – if the Council is to prescribe a set of layout considerations to which developers will have to pay regard then they must be consulted on</p> <p>Roof extensions - it should be acceptable to restore features such as dormer windows and roof lights on heritage assets even if they have been previously completely removed.</p> <p>Rear extensions – Do these provisions apply only to terraced houses or to all properties. If the latter then the guidance is over-restrictive.</p> <p>Balconies – The guidance that these should be integral to the building's</p>	<p>The section on Islington's character and distinctiveness has been significantly enhanced to account for recent development trends including social and economic factors.</p> <p>An overly prescriptive approach is counter to the NPPF. The draft SPD therefore sets out clear criteria-based guidance. The guidance provided balances the council's conservation, environmental and inclusive design priorities.</p> <p>Guidance on the use and detailing of particular materials has been updated in the draft SPD to improve clarity. There is a greater emphasis on detailing and workmanship in the revised draft.</p> <p>Guidance on the specification of replacement windows has been updated in the draft SPD to improve clarity.</p> <p>Guidance on the delivery of permeable development has been strengthened in the revised draft to clarify the approach to site layout and street design.</p> <p>Diagrams are provided to clarify where and how rear extensions and roof extensions may be acceptable.</p> <p>The guidance for the design of balconies and roof terraces is rooted in existing planning policies including those that seek to enhance the sustainability and accessibility of the built environment.</p>

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	structure rather than hung off its elevation is unjustifiably prescriptive. And guidance that they should not compromise the thermal performance or accessibility of the facility is dealt with by building control.	
Local resident	All restrictions on rooflines should be removed and all roof extensions should be assessed on merit	A case by case approach to assessing applications without clear guidance would not address the cumulative impacts of such development in a clear, equitable or consistent manner, and therefore is not a reasonable approach that would support delivery of policy objectives and prevent unacceptable impacts. In the interest of preserving the quality and amenity of borough's conservation areas, restriction is necessary.
Local resident	Resistance to gated communities should be strengthened. Dormers should be set within the roof plane.	Diagrams are provided, clarifying the criteria to be met when proposing roof extensions and dormer windows.
Local resident	All restrictions on rooflines should be removed and all roof extensions should be assessed on merit	A case by case approach to assessing applications without clear guidance would not address the cumulative impacts of such development in a clear, equitable or consistent manner, and therefore is not a reasonable approach that would support delivery of policy objectives and prevent unacceptable impacts. In the interest of preserving the quality and amenity of borough's conservation areas, restriction is necessary.
Savills on behalf of Ashburton Trading, Islington Holdings Ltd, and Parkhurst Road Ltd	There is a need for the Council to thoroughly review the guidance in light of the new policy and guidance context, and to consider whether the SPD can be withdrawn altogether. If the guidance is to remain it must be sufficiently flexible to allow urban design to respond to changing circumstances and site specific circumstances. Our primary concern relates to the intended revisions in relation to materials. It is proposed that 'metal cladding, large areas of glazed curtain walling, and concrete or rendered surfaces' are unlikely to be acceptable'. However, the adopted Urban Design Guidance (2006) shows examples	The guidance provided is rooted in existing planning policies and provides clear criteria to enable developers to make successful applications. An overly prescriptive approach is counter to the NPPF. The draft SPD therefore sets out clear criteria-based guidance. The guidance provided balances the council's conservation, environmental and inclusive design priorities. The revised draft balances a concern for the borough's existing fabric with an appreciation of and vision for contemporary/future development. Guidance on the use and detailing of particular materials has been

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	<p>of buildings that are clearly contemporary in design and use contemporary materials that reflect the construction used.</p> <p>Unless a conservation area appraisal specifically highlights brick as a characteristic of the area and thus its special character it is not appropriate to impose the use of materials generally across the borough</p> <p>The proposed wording is overly prescriptive, and fails to acknowledge the boroughs successful contemporary buildings, Finsbury Health Centre, Angel Building, City University School of Social Sciences, City and Islington College, St Mary Magdalene Academy and The Emirates Stadium and associated buildings.</p> <p>The emphasis must be on quality of materials and details.</p>	<p>updated in the draft SPD to improve clarity. There is a greater emphasis on detailing and workmanship in the revised draft.</p> <p>The section on Islington's character and distinctiveness has been significantly enhanced to account for recent development trends, including social and economic factors.</p>
DOCOMOMO	<p>I have strong reservations about the prescriptive approach and apparent certainty about what is good and bad in design in many areas of the Guide.</p> <p>The hostility of the Guide to incidental open spaces or open spaces on housing estates. This attitude has contributed to the loss of such spaces which have been a critical benefit -derived from a Modern Movement approach to design - which was subsequently lost by in-filling.</p> <p>The Borough has a substantial heritage of Modern Movement buildings by Tecton and successor practices, two of which are specifically criticised in the current UDG. Islington has a significant amount of Modern Movement development of quality, such as King Square, which is roundly criticised in para 2.2.5 of Section 2, and compared unfavourably to Highbury Fields. King Square is a dramatic composition which derives its drama from the contrasts of scale and provides a much increased amount of open space as compared to the former King Square central garden - a wonderful asset, even if the architecture itself is not of highest quality.</p> <p>The Modern Movement sought to get away from perimeter planning for</p>	<p>Concern noted. An overly prescriptive approach is counter to the NPPF. The draft SPD therefore sets out clear criteria-based guidance.</p> <p>Guidance on the preservation and enhancement of genuine greenspace has been strengthened in the revised draft.</p> <p>The section on Islington's character and distinctiveness has been significantly enhanced to account for recent development trends, including social and economic factors, and also to better articulate the objectives which various design approaches sought to archive. A best practice example has also been provided to demonstrate sensitive infill on a post-war housing estate that improves the quality of the open space.</p>

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	<p>various reasons:</p> <ul style="list-style-type: none"> • The technical facility to build taller would result in dark/ canyon-like streets ... streets and courtyards would have to be much wider in order to compensate • Corridor streets are noisy and polluted – buildings need to withdraw from them. • A more spatially varied urban landscape is possible and preferable to the ‘endless spread of corridor streets’. • the ability to build taller facilitated the creation of more spacious layouts with greener space around each building and with lighter sunnier accommodation with a better view than was possible with ground-hugging 2-3 storey terrace housing.. <p>E.g. the Barnsbury Estate where the blocks are set back from the street and provide ‘ample green space, as compared to the rather dismal internal yards of the pre-war parts of the estate. These areas are not designated as public open space and so are vulnerable to development.</p> <p>E.g the Copenhagen Street frontage of the Barnsbury Estate and the courtyard between and green strip frontage to the ‘two-towers’ on Pentonville Road.</p> <p>The ‘Modern Movement’ approach can be disruptive when inserted into an established and coherent historic ‘perimeter’ area but the UDG also calls for the re-creation of it e.g. the streets in Isledon Village do not look very lively but rather lacking in greenery. The proposed layout for the Market Estate shows perimeter blocks ‘with a vengeance’, where only a small proportion of the flats to be built will look out over the green space and the remainder into narrow almost treeless streets or lifeless internal courtyards, and the ‘twin-fronted block’ illustrated on page 84 has always seemed to me absolutely deplorable - a cheap piece of building with vulgar anodised finishes and monotonous facades that fills its site completely with no shred of a concession to open space or greenery.</p> <p>The green space on the existing Market Estate (Page 86) with a cross as being undesirable looks to me rather attractive.</p>	<p>Guidance on the delivery of permeable development has been strengthened in the revised draft to clarify the approach to site layout and street design to ensure that new developments are permeable, safe and inclusive as well as providing for sufficient light and air to penetrate the buildings, surrounding streets and any open space, and an appropriate height: width ratio between the building frontage and the street.</p>

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	<p>At 250 City Road, we will get a 9-storey perimeter block around an inadequately small and overshadowed green space, with canyon-streets beyond, and with further 31-storey towers on top of that - disastrous for the urban environment all round and probably for the occupants....In this context the 'perimeter block' model is no longer viable or desirable...I cannot see how the IUDG policies could be applied to such a scheme at all, certainly none are shown.</p> <p>The old Perimeter Block model cannot and does not always meet the needs and pressures of the 21st century city.... the Urban Design Guide should show greater recognition of the merits and potential of the alternatives - of the Modern or Spatial City.</p>	
Local Resident	<p>Mansard roof extensions should be viewed more positively. Many families would much rather add a mansard to increase space (than move).</p> <p>The current requirement does not seem to make much sense because some streets are wider than others, so where all mansards in the Arlington area are visible, in St Peter's they are nearly always invisible.</p> <p>Mansards, in the view of some, enhance the style of buildings (and have been used in Britain since the 17th century), streets would look better with consistent mansards than they look today, given the inconsistency of previous consents.</p> <p>The design standard should enable mansards to be built with sufficient interior ceiling height so that the new accommodation is proportionate and comfortable. It is nonsensical to require, on grounds of exterior visibility, respecting such a low ridge-line that either one has to walk about stooped, or reduce the ceiling height of the rooms below</p>	Noted. Diagrams are provided, clarifying the criteria to be met when proposing roof extensions and dormer windows.
Survey Monkey		
7 respondents – all local residents	<p><i>Q1: Is the proposed guidance on the specification of materials adequate and sufficient?</i></p> <p>43% yes 57% no</p>	Guidance on the use and detailing of particular materials has been updated in the draft SPD to improve clarity. There is a greater emphasis on detailing and workmanship in the revised draft.

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
	<p>“Assuming only the section in bold is the new guidance, the terms used - authentic, high quality, robust, and sustainable are all very subjective and need a considerable amount of clarification to define what they mean. Specific examples should be set out. All materials can be done well or badly with the final result depending on the overall design and detailing. Even high quality e.g. expensive bricks can look terrible if the overall design is poor.”</p> <p>“The guidance on materials is not well informed. The presumption in favour of self-coloured renders is inappropriate and cannot be justified. Self-coloured renders age badly and attract atmospheric pollution giving facades a tired and dirty appearance soon after construction. There are many examples of this across Islington (see for example the N1 centre). Mineral/cement-based (and painted renders) retain their appearance much longer and can be maintained cheaply and easily by redecorating. Using mineral paints (rather than acrylic paints) on cement renders can extend a fresh and clean visual appearance of facades for many years. The presumption against metal cladding is too strong. Metal ages well, generally integrates well with a historic built context and performs very well as a component in contemporary sustainable construction systems. The presumption against exposed concrete is out-dated and should be removed. Some of London's most notable and innovative buildings – many of them now listed - feature exposed concrete surfaces”</p>	
	<p><i>Q2: Is the proposed guidance on the scale and quality of garden rooms adequate and sufficient?</i></p> <p>71% yes 29% no</p> <p>“clarity on what reasonable distances are and low height are required”</p> <p>“it should stress absolutely and categorically that garden rooms are NOT acceptable, unless severe reason is shown why it was needed. Then the remainder of the text in 3.5 can stand”</p>	<p>Diagrams are provided to demonstrate what might be considered reasonable.</p> <p>Garden rooms that occupy less than 50% of the garden and are less than 2.5m high are permitted development anywhere within the site boundary of a single dwelling house.</p>
	<p><i>Q3: Is the proposed guidance on the installation of energy saving measures adequate and sufficient?</i></p>	<p>Noted. An example has been provided.</p>

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	<p>71% yes 29% no</p> <p>“examples of successful over-cladding and retrofit works would be very helpful”</p> <p>“The guidance on windows is good.”</p> <p>“Double glazing is the only thing that produces a significant reduction in energy consumption and should be permitted (with sensible exceptions for listed buildings).”</p>	
	<p><i>Q4: Is the proposed guidance on the excavation of basements adequate and sufficient?</i></p> <p>71% yes 29% no</p> <p>“build times for basement extensions should be limited to 3 months, a has huge effect on neighbours”</p> <p>“The guidance on basements is adequate”</p> <p>“The issue of significance for listed buildings could be expanded on further”</p> <p>“It should be mentioned, that - under no circumstances - should trees be felled, roots cut off or gardens amended to enable the works to take place. It should be made as undesirable as possible to even consider basement extensions”.</p>	<p>The Basement SPD (adopted January 2016) sets out comprehensive guidance on where and how subterranean development is acceptable, including in relation to listed buildings and impact on trees.</p>
	<p><i>Q5: Is the proposal to incorporate the council’s guidance on the design of new and refurbished shop fronts within a revised IUDG SPD acceptable?</i></p> <p>100% yes</p>	
	<p><i>Q6: Are the designated protected rooflines adequate and sufficient?</i></p>	<p>Diagrams are provided on the acceptable configuration of mansard and other roof extensions.</p>

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
	<p>50% yes 50% no</p> <p><i>Q7: Is the proposed guidance on the design and construction of roof extensions adequate and sufficient?</i></p> <p>17% yes 83% no</p> <p>“full mansard extensions in keeping with traditional construction methods and window layouts should be approved automatically. The current policy of ‘set back extensions’ creates a mish-mash of compromised construction and reduces the habitable floor area of the borough. An approved design would create continuity and additional floor space that would benefit growing families in particular”</p> <p>“full width box extensions should be banned. This part of the guide will arguably have most potential impact on the urban scene, albeit mainly on the rear of terraces. As many examples good and bad should be provided to try and improve design quality and provide a reasonable extension without irreparably damaging the integrity of a building.”</p> <p>“London is experiencing unprecedented growth and a significant proportion of Islington residents are overcrowded. This impacts the well-being of a new generation of children growing up in Islington. In reality buildings are not perceived in elevation. Where roof extensions are carefully proportioned, set-back and of high quality design they are one of the most sustainable forms of development capable of providing additional living space with minimal impact on the townscape. Indeed, many of Islington's most elegant squares and streets have seen additional floors/roof extensions added during the 19th Century and these have become a regular feature in conservation areas. The guidance as proposed is still too restrictive. With much of Islington's housing in conservation areas, a pragmatic approach should be taken allowing roof extensions across Islington (except for listed buildings) whilst carefully controlling the design, proportions, materiality and arrangement in relation to the existing building. Haringey, Hammersmith and other London Councils are recognizing the pressure on residential space and are embracing the opportunities brought about by a pro-active and positive attitude towards roof extensions”</p>	<p>The revised guidance continues to protect unbroken roof lines in conservation areas but only unbroken front rooflines elsewhere. Proposals to alter rear rooflines will be permitted in principle but will be subject to the usual quality controls.</p>

RESPONDENT	SUMMARY OF RESPONSE	RESPONSE FROM COUNCIL
	<p>“it’s all a little too late. The damage is already being done.”</p> <p>“Mansard roof extensions should be relaxed. The reality of pressures on housing means they are increasingly necessary. Especially for two/three storey terraces an extension can make them a true family home. The council could provide a number of approved frontage designs that home owners would have to stick to so that uniformity is protected.”</p>	
	<p><i>Q8: Is the proposed guidance on the design and construction of rear extensions adequate and sufficient?</i></p> <p>29% yes 71% no</p> <p>“properties on the border of hackney should have more relaxed planning as hackney seems to have absolutely no consideration for their wellbeing and outlook”</p> <p>“What would typically constitute a "good proportion" of rear garden space?”</p> <p>“slightly larger extensions could be allowed if the design quality is good enough and as many examples of this as possible should be provided”</p> <p>“We benefit from a varied and diverse building stock in Islington. Favours rear extensions on the staircase side of a terraced building limits the potential for the design to recognize the restrictions and opportunities of each specific typology and site. Greater harm can be caused by prescribing the position of extensions rather than by judging the merit of individual proposals”</p> <p>“It should be made as undesirable as possible, with the introduction: "Rear extensions are only approved in extremely rare circumstances”</p> <p>“You should consider relaxing constraints on building extra levels on rear stacks.”</p>	<p>Diagrams are provided to clarify where and how rear extensions may be acceptable.</p> <p>An overly prescriptive approach is counter to the NPPF. The draft SPD sets out clear criteria-based guidance, and each proposal is assessed contextually with reference to these criteria.</p>

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	<p><i>Q9: Is the proposed guidance on the design and construction of balconies and roof terraces adequate and sufficient?</i></p> <p>67% yes 33% no</p> <p>“expand on thermal performance and accessibility”</p> <p>“Projecting balconies maximise site-yield, positively animate facades and maximise self-policing of public spaces. Projecting balconies also enhance the amenity of the outside space created compared to inset balconies. There are myriad examples of award-winning contemporary buildings in London where projecting balconies positively enhance the street scene. A general presumption against projecting balconies is not justifiable and the requirement to integrate balconies in the building structure should be omitted”</p> <p>“Again, it needs to be made a difficult as possible to approve balconies and roof terraces, as noise restrictions and those governing light pollution would not be enforceable”</p>	<p>Criteria for accessibility and thermal performance are set out in the revised draft.</p> <p>An overly prescriptive approach is counter to the NPPF. The draft SPD sets out clear criteria-based guidance, and each proposal is assessed contextually with reference to these criteria.</p> <p>Such an approach would run counter to enabling principle of national policy direction.</p>
	<p><i>Q10: Are there any further changes to the guidance provided by the Islington Urban Design Guide would you like to see?</i></p> <p>“The requirement for new homes to provide dual aspect (CS9 – F) is desirable, but not achievable on many constrained sites in Islington. To maximise site yield smaller units should be exempt from having to be double aspect and site constraints should be taken into account where new homes are provided as change of use and/or infill development.”</p> <p>“It should be made as unattractive as possible and very, very expensive to undertake any work to modify existing buildings or landscapes, especially with the "Right to build". Also, noise and environmental protection impacts need to be carefully studied.”</p>	<p>In the interests of natural ventilation, the requirement that all new dwellings are dual aspect is an adopted Core Strategy and Development Management Policy. An SPD cannot change adopted development plan policies.</p> <p>An overly prescriptive approach is counter to the NPPF. The draft SPD sets out clear criteria-based guidance, and each proposal is assessed contextually with reference to these criteria.</p>

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Report of: Executive Member for Health and Social Care

Meeting of:	Date	Ward(s)
Executive	21 July 2016	St Peters Ward

Delete as appropriate	Exempt	Non-exempt
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SUBJECT: Procurement Strategy – Supported Living Accommodation For Service Users with Learning Disabilities – Windsor Street

1. Synopsis

- 1.1 This report seeks pre-tender approval for the procurement strategy in respect of the care and support element of Supported Living Accommodation for Service Users with Learning Disabilities – Windsor Street in accordance with Rule 2.5 of the Council's Procurement Rules, subject to planning permission being obtained for this development.
- 1.2 The contract is for the core contract provision of care and support for people with a learning disability who may have additional needs.

2. Recommendation

- 2.1 To approve the procurement strategy for care and support at Windsor Street as outlined in this report.

3. Background

3.1 Nature of the service

- 3.1.1 It is intended that this new care and support contract will provide care and support to adults with a learning disability within a proposed new Windsor Street development, subject to planning permission being obtained. These adults will have a learning disability but may, in addition, have additional needs. The purpose built accommodation at Windsor Street is proposed to provide new homes for some people currently placed in residential care. It is also proposed that for some individuals, where it is no longer suitable for them to continue to live with their family carer, this scheme might be appropriate. It is hoped that through the provision of this scheme, service users' lives will be improved and the costs associated with inappropriate care will be avoided.
- 3.1.2 The proposed new accommodation would be purpose built on a site that was previously disused garages\car park. It has seen some isolated incidents of criminal damage and anti-social behaviour. It is

hoped by changing the use of this area it will show a reduction in these types of offences in the locality. The accommodation scheme is being funded by the Council and will require planning permission to be granted in order to progress the building works. If planning permission is granted then the provisional completion date is October 2017. If the award of planning permission is delayed this will mean that the completion date will be impacted as well as moves for service users. If planning permission is not granted then the procurement of this care and support contract will be suspended and the contract will not be awarded.

3.1.3 This new care and support contract needs to be commissioned in order to ensure that the individuals are supported appropriately for their health, wellbeing and safety in the community. It will also ensure that they stay in the borough and are close to their family support networks. In addition, this contract will support individuals' choice, freedom and control - in line with both the local and national learning disability and autism vision.

3.2 **Estimated Value**

3.2.1 The contract will be funded through existing social care budgets with a core contract value. The estimated annual value of the contract is £600k. The total estimated value over the maximum 9 year term of the contract is £5,400,000.

3.2.2 The contract length will run over a 3 year + 3 year + 3 year period. This gives an extended time for a provider to embed the care and support but also the flexibility of two three-year extensions to account for any changes in priority and direction at a local or national level. This will also assist in the retention of longer term staff and therefore provide consistency and stability for service users.

3.2.3 An estimated saving of £115k per annum has been forecast, and forms part of the Council's medium term financial strategy. This is based on some of the tenants moving from residential care to supported living, which generates savings to social care budgets as tenants in supported living are eligible for housing benefit and other benefits which are not available to residential care users. Some moves to supported living may also generate additional savings by offering more personalised support. The actual savings will depend on the individual assessments of need and current costs of service users identified for this scheme. We are expecting that a number of service users will move in from out of borough residential care placements.

3.3 **Timetable**

3.3.1 Tendering for the care and support contract, to support service users, will start in Q2 2016 with an advertisement in the Official Journal of the European Union (OJEU) being placed. The contract for care and support services will be awarded by 16 December 2016 and the service will officially start in October 2017. This is based on the building of the new accommodation being finished in October 2017 (subject to planning permission). It is unlikely TUPE liabilities will apply to this contract as it is a complete change in service provision mainly from residential care to supported living, or service users moving from their family home environment.

3.4 **Options appraisal**

3.4.1 The preferred option is a competitive tender for the contract. We have looked at collaboration with neighbouring boroughs but it is unlikely that any further savings or efficiencies could be made due to the complex nature of the service users. One of the recommendations from the recent accommodation review was to ensure service users stay in the borough. If we were to collaborate with a neighbouring borough, this could mean that service users move out of their local area where their family networks are located.

3.5 **Key Considerations**

3.5.1 Apprenticeships could be considered alongside other training methods in order to attract support workers into this work sector. We would encourage the service provider to recruit locally and make use of local employment resources, such as colleges and link into Carers Groups who are supporting Carers to use their experience in this sector.

3.5.2 The service users within the supported living scheme would also be encouraged to use local shops (although this would depend on their personal choice) as part of their care and support. This would

provide economic benefits to the local area, as well as enriching the local community. The scheme would also support access to local community facilities (e.g. sports centres, day services) dependent on residents' care plans and how they choose to use their personal budgets. The service users will also benefit from living in their own community and being near to their families. This will prevent families having to travel long distances to out of borough placements, and the disruption this may cause them.

3.5.3 There are small risks around projecting the cost of this service without knowing the actual cohort of service users that may reside there. The key cost drivers for this service will be staffing costs and associated costs of attrition. Service users' needs may fluctuate so they may go from sleeping through to needing support at night which has a cost impact. Service users might also display a higher degree of behaviour that challenges, or have degenerative or fluctuating health conditions. This may mean that extra staff will be needed to support the tenants. This may result in additional costs at ad hoc times throughout the duration of the contract.

3.5.4 Contracts will be continuously monitored by the contracts officer, alongside the commissioners. This is to ensure that the contract is working effectively and that the outputs and outcomes are achieved. The focus of the procurement evaluation and monitoring will be quality as the core cost element has already been set.

3.6 **Evaluation**

3.6.1 The tender 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.

3.6.2 It is recommended that the split for award is 70% quality and 30% cost. This is because there is a maximum contract price set on the core contract and it is important that the quality is a focus of the service. Having 30% based on cost would still allow for some price based competition. There are associated risks if quality is not set at a high percentage. This can impact on the health and safety of staff, service users and the local community.

3.6.3 The three areas for evaluation will be:

Theme	Percentage
Service delivery model\achieving outcomes\personalisation <ul style="list-style-type: none"> • engagement of service users, their carers and families • quality of care for individuals • links to the community • individual outcomes 	25%
Health and Safety of Service Users and Staff (including safeguarding people who use services from the risk of abuse\danger) <ul style="list-style-type: none"> • supporting wellbeing (physical and mental health) of service users • decreasing behaviour that challenges • keeping service users safe in the community • keeping staff safe • offending behaviour • missing persons • financial abuse 	25%
Staff Skills, Development and Supervision <ul style="list-style-type: none"> • appropriate training • continuous professional development • adequate supervision • developing staff • motivated workforce • low attrition rates\limited use of agency staff 	20%

Social Value <ul style="list-style-type: none"> • encourage recruitment of local workforce • apprenticeships/other training methods • use local services • interact with the local community • benefits to the local area 	
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3.7 Business Risks

3.7.1 Non-award of contract is a risk if potential service providers feel that the contract value is not sufficient to provide the service. Other risks exist around the permanent recruitment of staff, the avoidance of the use of agency staff and staff attrition rates. Permanent staff are important to ensure there is continuity for the service users in the scheme, as disruptions can cause changes in behaviour which might require additional staffing.

3.7.2 As this accommodation will be newly built planning permission will be required in order to take the build forward. If planning permission is refused or delayed then this will mean that a care and support contract may not then be needed or the start date may be later than initially planned. In order to negate any risks around this the care and support contract will not be awarded until planning permission has been granted and there is a confirmed completion date for the building work.

3.7.3 The business opportunities associated with this procurement are:

- That because the Council owns the building there is no requirement for a landlord provider. This will lead to greater competition in the procurement of care and support.
- The new contract offers the opportunity to increase provision of supported accommodation in-borough – this is very important to address the demographic pressures and need to ensure people can live as independently as possible.
- The open tender process may encourage new service providers into the market place. Currently the local service provision for this type of care and support is dominated by a limited number of service providers. This has its own associated risks if these providers go into administration, or if there are issues that affect both their reputation and safeguarding, furthermore; ensuring a wide range of quality services is available is a requirement for local authorities under the Care Act.

3.8 The Employment Relations Act 1999 (Blacklist) Regulations 2010

These 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.

3.8.1 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	Care and support contract in support living accommodation. See paragraph 3.1
2 Estimated value	The estimated value per year is £600k The agreement is proposed to run for a period of '3 years' with optional extensions of '3 years + 3 years'. See paragraph 3.2

3 Timetable	The timetable is outlined within this report. The estimated contract start date is October 2017 See paragraph 3.3
4 Options appraisal for tender procedure including consideration of collaboration opportunities	Outcome of options appraisal are described within this report. See paragraph 3.4
5 Consideration of: Social benefit clauses; London Living Wage; Best value; TUPE, pensions and other staffing implications	A requirement for the payment of LLW will be included as a condition of this contract if there is no cross border interest in the contract following OJEU notice or if cross border bidders do not expect to use employees for this contract who are established in another EU member state. TUPE is unlikely to apply. See paragraph 3.5
6 Evaluation criteria	The cost quality breakdown is: 70% quality 30% cost The award criteria breakdown is described in more detail in this report. See paragraph 3.6
7 Any business risks associated with entering the contract	There are some business risks but these are low and manageable. See paragraph 3.7
8 Any other relevant financial, legal or other considerations.	See paragraph 4.

4. Implications

4.1 Financial Implications

- 4.1.1 The proposed supported living accommodation contract will provide care and support for 14 service users with learning disabilities. The annual cost of the contract will be £600k and this will be funded from existing budgets in the Islington Learning Disabilities Partnership (ILDLP) pooled budget. The contract length will be over a maximum nine year period and will cost £5.4m over this period.
- 4.1.2 Projected savings of £115k per annum will be delivered through the new scheme and will contribute towards the Council's Medium Term Financial Strategy (MTFS) savings.

4.2 Legal Implications

- 4.2.1 The Council has a duty to make arrangements for providing care and support for people with a learning disability (section 29 National Assistance Act 1948 (as amended) and Secretary of State Directions (Appendix 1 to Department of Health Circular No. LAC(93)10)). Accordingly the council may enter into contracts with provider(s) to secure the provision of such services for Islington residents (section 1 of the Local Government (Contracts) Act 1997).
- 4.2.2 The services being procured are subject to the light touch regime set out in Regulations 74 to 77 of the Public Contracts Regulations 2015 (the Regulations). The threshold for application of this light touch regime is currently £589,148. The aggregate value of the proposed contracts is above this threshold. They will therefore need to be advertised in the Official Journal of the European Union (OJEU). There

are no prescribed procurement processes under the light touch regime. Therefore the council may use its discretion as to how it conducts the procurement process provided that it: discharges its duty to comply with the European Treaty principles of equal treatment, non-discrimination and fair competition; conducts the procurement in conformance with the information that it provides in the OJEU advert; and ensures that the time limits that it imposes on suppliers, such as for responding to adverts is reasonable and proportionate. Use of the open or restricted procedure will enable these requirements to be satisfied Following the procurement a contract award notice is required to be published in OJEU.

4.3 Environmental Implications

4.3.1 An environmental risk assessment has been undertaken and sent to the Energy Services team. Minimal environmental impact was noted around staff usage of transport. To mitigate this risk the provider will be encouraged to promote the use of public transport or walking/cycling where possible. The environmental impact of the purpose-built accommodation at Windsor Street will be assessed in the report for its approval.

4.4 Resident Impact Assessment

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

4.4.2 A resident impact assessment has been carried out with regards to this care and support provision. This service is an existing scheme and no resident impact risks were identified. This scheme conforms to legislation with regards to equality and diversity.

5. Reason for Recommendations

5.1 Due to the high to very high needs of the client group and our legal responsibilities, we must ensure that we procure care and support services for their health and wellbeing. There is also an increasing need in the borough for supported living accommodation for people with a learning disability. It is recommended that we go to tender for this service in line with the detail above, subject to planning permission being obtained for the Windsor Street development.

Final report clearance:

Signed by:



11 July 2016

Executive Member for Health and Social Care

Date:

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