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## AGENDA FOR THE EXECUTIVE

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Members of the Executive are summoned to attend a meeting to be held in Committee Room 4, Town Hall, Upper Street, N1 2UD on **21 March 2019 at 7.00 pm.**

### **Lesley Seary Chief Executive**

Enquiries to : Philippa Green  
Tel : 020 7527 3184  
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Despatched : 13 March 2019

### **Membership**

Councillor Richard Watts  
Councillor Janet Burgess MBE  
Councillor Kaya Comer-Schwartz

Councillor Andy Hull

Councillor Una O'Halloran  
Councillor Asima Shaikh  
Councillor Diarmaid Ward  
Councillor Claudia Webbe

### **Portfolio**

Leader of the Council  
Executive Member Health and Social Care  
Executive Member for Children, Young People and Families  
Executive Member Finance, Performance and Community Safety  
Executive Member for Community Development  
Executive Member for Inclusive Economy and Jobs  
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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<b>D.</b>	<b>Ensuring our residents can lead healthy and independent lives</b>	
8.	Contract award for Mental Health Recovery Pathway	133 - 152
<b>E.</b>	<b>Other Matters</b>	
<b>F.</b>	<b>Urgent non-exempt matters</b>	
	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.	
<b>G.</b>	<b>Exclusion of press and public</b>	
	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.	
<b>H.</b>	<b>Confidential / exempt items for information</b>	
9.	Appropriation of land for planning purposes - Hanley Crouch Community Centre - exempt appendices	153 - 158
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<b>I.</b>	<b>Urgent Exempt Matters</b>	
	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 25 April 2019

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London Borough of Islington

## **Executive - 7 February 2019**

Minutes of the meeting of the Executive held at Committee Room 4, Town Hall, Upper Street, N1 2UD - Islington Town Hall on 7 February 2019 at 7.00 pm.

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

**Also Present:**   **Councillors:**   O'Halloran.

### **Councillor Richard Watts in the Chair**

#### **580        LEADER'S ANNOUNCEMENTS**

Councillor Watts opened the meeting by noting that it was Councillor Caluori's last meeting as a Member of the Executive. Councillor Watts thanked Councillor Caluori for all the amazing work he has done as the Executive Member for Children, Young People and Families.

Councillor Watts expressed sadness at the untimely death of Nedim Bilgin last week and sent condolences to his family.

#### **581        APOLOGIES FOR ABSENCE**

There were no apologies for absence.

#### **582        DECLARATIONS OF INTEREST**

None.

#### **583        MINUTES OF PREVIOUS MEETING**

##### **RESOLVED:**

That the Minutes of the meeting on 17 January 2019 be agreed as a correct record and the Chair be authorised to sign them.

#### **584        BUDGET PROPOSALS 2019-2020**

##### **RESOLVED:**

##### The General Fund Budget 2019-20 and MTFS (Section 3)

- 2.1 That the 2019-20 net Council cash limits as set out in Table 1 (Paragraph 3.7) of the report and the MTFS at Appendix A of the report, which include the 2019-22 revenue savings at Appendix B of the

report, and the 2019-20 revenue growth proposal at paragraph 3.6 of the report be agreed.

- 2.2 That the Council should strongly oppose Government proposals in the 'Review of Local Authorities' Relative Needs and Resources Consultation' to remove deprivation indicators from the baseline grant formula, which would significantly disadvantage high-need boroughs such as Islington, and the other key elements of the Council's response as set out in paragraphs 3.9-3.10 of the report, be agreed.
- 2.3 That the fees and charges policy be noted and the 2019-20 fees and charges, paragraphs 3.12-3.13 and Appendices C1-C3 of the report, be agreed.
- 2.4 That the estimated use of the Council's earmarked budget reserves (including the creation of a new Transformation Reserve), the Council's policy on the level of General Fund balances, with an increase in General Fund balances of £2m in 2019-20, and an increase in the ongoing contingency budget of £3m in 2019-20, paragraphs 3.14-3.17 and Table 2 of the report, be agreed.

The HRA Budget and MTFS (Section 4)

- 2.5 That the balanced HRA 2019-20 budget, including savings and growth proposals, within the HRA MTFS at Tables 4-5 and Appendix D1 of the report be agreed.
- 2.6 That the 2019-20 HRA rents, fees and charges, agreed by Executive on 17 January 2019, tables 6-9 and Appendix D2, of the report, be noted.

The Capital Programme 2019-22 (Section 5)

- 2.7 That the 2019-20 capital programme and note the provisional programme for 2020-22, paragraph 5.1, Table 10 and Appendix E1 of the report, be agreed.
- 2.8 That the Capital Strategy 2019-22, which includes affordability prudential indicators and the minimum revenue provision (MRP) policy, paragraph 5.2 and Appendix E1 of the report, be agreed.
- 2.9 That the Treasury Management and Investment Strategy 2019-20 (including external debt and treasury management Prudential Indicators), as considered by Audit Committee on 31 January 2019, paragraph 5.2 and Appendix E2 of the report, be agreed.

- 2.10 That the Strategy for Other Investments (including Commercial Investments) 2019-20, paragraph 5.3 and Appendix E3 of the report, be agreed.

Council Tax and Retained Business Rates (Section 6)

- 2.11 That the calculations required for the determination of the 2019-20 council tax requirement and the level of council tax as detailed in Section 6 of the report and summarised below, be agreed.

- 1) The 2019-20 council tax requirement of £92,993,961.91, paragraph 6.2 of the report.
- 2) The relevant basic amount of Islington Band D council tax of £1,169.38, a 2.99% increase compared to 2018-19, and to determine that this is not 'excessive', paragraphs 6.3 and 6.4 of the report.
- 3) The basic amount of Islington Band D council tax for dwellings to which no special item relates (i.e. outside of the Lloyd Square Garden Committee area) of £1,169.16 and total Band D council tax (including the GLA precept) of £1,489.67, paragraphs 6.5 and 6.9 of the report.
- 4) The amount of 2019-20 council tax (excluding the GLA precept) for each valuation band over each of the Council's areas, paragraph 6.7 of the report.
- 5) The total amount of 2019-20 council tax (including the GLA precept) for each valuation band over each of the Council's areas, paragraph 6.9 of the report.

- 2.12 That in relation to the Council's proposed participation in the London Business Rates Pilot Pool, paragraphs 6.11 to 6.15 of the report, the following be agreed:

2.12.1 That the designation by the Secretary of State as an authority within the London Business Rates Pilot Pool pursuant to 34(7) (1) of Schedule 7B Local Government Finance Act 1988, be accepted and approved.

2.12.2 That participation in the London Business Rates Pilot Pool with effect from 1 April 2019 to 31 March 2020 be agreed.

2.12.3 That the authority's administrative functions as a billing authority pursuant to the Non-Domestic Rating (Rates Retention) Regulations 2013 be delegated to the City of London Corporation acting as the Lead Authority, be agreed.

2.12.4 That the Lead Authority be authorised to sub-contract certain ancillary administrative functions regarding the financial

transactions (payment of tariffs and top-ups) within the Pool to the GLA as it considers expedient be agreed.

2.12.5 That authority be delegated to the Section 151 Officer, in consultation with the Executive Member for Finance, Performance and Community Safety, to agree the operational details of the pooling arrangements with the participating authorities, be agreed.

2.12.6 That authority be delegated to the Section 151 Officer to make any amendments to the Memorandum of Understanding, attached at Appendix F to the report, as may be required by the Secretary of State, and to enter into the final Memorandum of Understanding on behalf of the authority, be agreed.

2.12.7 That the Leader of the Council be authorised to represent the authority in relation to consultations regarding the London Business Rates Pilot Pool as may be undertaken by the Lead Authority pursuant to the Memorandum of Understanding, be agreed.

2.12.8 That authority be delegated to the Section 151 Officer, in consultation with the Executive Member for Finance, Performance and Community Safety, to consider such consultative reports as the Lead Authority may circulate and to respond on behalf of the authority with regard to any recommendations and, in particular, proposals for projects to be approved for funding from the Strategic Investment Pot, be agreed.

2.12.9 That the Lead Authority be delegated the functions of assessment, due consultation and approval of projects eligible for funding from the Pool's Strategic Investment Pot following consultation with the participating authorities (provided that at least two thirds of such participating London Boroughs are (including the City of London Corporation) in favour of the relevant recommendation as well as the Mayor of London, and that no entire sub-region is in disagreement with the decision) on such terms and conditions as shall ensure value for money and compliance with the law, be agreed.

#### Matters to Consider in Setting the Budget (Section 7)

2.13 That the Section 151 Officer's and the Monitoring Officer's comments in their determination of the revenue and capital budgets for 2019-20 and the basis for the level of council tax, including the Section 151 Officer's report in relation to his responsibilities under Section 25 (2) of the Local Government Act 2003, be noted.

2.14 That the Resident Impact Assessment (RIA) on the 2019-22 budget proposals, Appendix G of the report, be noted.

2.15 That the Annual Pay Policy Statement for 2019-20, for onward agreement by Council, Appendix H of the report, be noted.

Reason for decision – to allow elected members to set the budget.

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

Conflicts of interest/dispensations granted – none.

585 **BUDGET PROPOSALS 2019/20 - COMMENTS OF THE POLICY AND PERFORMANCE SCRUTINY COMMITTEE**

**RESOLVED:**

That the following comments of the Policy and Performance Scrutiny Committee be noted:

- Noted that Central Government has reduced its core funding to the Council by 70% since 2010
- The combination of Government funding cuts and rising demand for services means that the Council has to close a revenue gap of £50m over the next 3 years, and that the Council has already had to make savings of £225m since 2010
- Members noted that the Council has undertaken an extensive organisation wide exercise to re-examine every budget line and to prioritise spend
- The Committee were pleased to note that the Council had managed to set a 3 year budget, which gave certainty to residents on services that would continue to be provided and to staff
- Welcomed the investment in new build Council housing and the provision for tackling homelessness
- Members welcomed the additional £13.5m allocated to purchase properties to provide temporary accommodation and the £0.5k for targeted support for youth provision
- Noted that the Council Tax increase would be 2.99%, which would leave LBI Council Tax still below the London average
- Noted that the Government had now agreed to fund applications for EU settled status, and that this would require a budget amendment, as the Council had set aside provision for this payment
- Reference was made to the fact that provision needed to be made for possible Partners property repairs when these transfer back to the Council
- Precise details were not at present known as a result of the Government's Fair Funding Review
- With regard to possible staff losses (likely to be around 180 posts over a 3 year Budget period), these could be achieved largely through the

deletion of vacant posts and voluntary redundancies. Discussion was taking place with Trade Unions on the proposals. These posts were a mixture of more senior and lower paid grades and spread across departments

- Noted that the Council are not offering enhanced voluntary redundancy arrangements
- Discussion took place as to the Business Rate Retention scheme and that this was administered by the Corporation of London and the Council had a representative on the decision making bodies.

Reason for decision – to allow consideration of the comments of the Policy and Performance Scrutiny Committee.

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

Conflicts of interest/dispensations granted – none.

#### 586 **FINANCIAL POSITION AS AT 31 DECEMBER 2018**

Councillor Hull introduced the report. Councillor Webbe advised that Street Environment Services won the 'Outstanding Service Delivery Award for Service Transformation & Remodelling' at the Keep Britain Tidy Awards. Councillor Watts congratulated the service and Councillor Webbe.

#### **RESOLVED:**

- 2.1 That the forecast revenue outturn for the General Fund (Table 1 of the report) of a gross underspend of £0.5m (Paragraph 3.1 of the report), be noted.
- 2.2 That the breakdown of the forecast General Fund outturn by individual variance at Appendix 1 of the report and by service area at Appendix 2 of the report, be noted.
- 2.3 That the HRA forecast is a net break-even position (Section 5, Table 1 of the report) be noted.
- 2.4 That the latest capital position with forecast capital expenditure of £107.9m in 2018-19 (Section 6, Table 2, and Appendix 3 of the report) be noted.

Reason for decision – to allow members to monitor the budget.

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

Conflicts of interest/dispensations granted – none

#### 587 **CONTRACT AWARD FOR THE CONSTRUCTION OF 27 NEW HOMES AT 17- 23 BEAUMONT RISE N19**

**RESOLVED:**

That construction contract be awarded to Glenman Corporation Ltd. for the sum of £6,727,325.32 be agreed.

Reason for decision – to award the contract to build 27 new homes at Beaumont Rise to the successful tenderer.

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

Conflicts of interest/dispensations granted – none

588

**COMPULSORY PURCHASE ORDER FOR BUILDING PROGRAMME ON THE TRIANGLE ESTATE, EC1**

**RESOLVED:**

- 2.1 That the Corporate Director for Resources, be authorised, in consultation with the Executive member for Housing and Development and the Service Director for Housing Needs and Strategy, to take all necessary steps, including the making of a Compulsory Purchase Order (CPO) under section 226(1)(a) of the Town and Country Planning Act 1990 to ensure that the leasehold interests in the Land as described in the table below as well as any third party rights over the Land where attempts to negotiate a voluntary acquisition of the leasehold interest or third party rights in accordance with the development timetable have failed, be agreed.

Table 2.1

Address of premises				Interest to be acquired
No.	Estate / Commercial	Street	Postcode	
135	Café	Goswell Road	EC1V 7JY	a. Commercial Head lease b. Commercial Sub-Lease c. Third party rights

- 2.2 That, where the Corporate Director of Resources approves the making of a CPO, the Director of Law and Governance be authorised to take all necessary steps to secure the making, confirmation and implementation of the CPO including the approval of agreements with the owners and any objectors for the withdrawal of objections to the CPO, the acquisition of interests by use of General Vesting Declarations or notices to treat, the settling of compensation and the acquisition of all interests

in the properties on terms recommended by the Corporate Director of Resources be agreed.

- 2.3 That the Corporate Director of Resources be authorised to acquire any interests in land within the area of the Land by agreement and the making of payments equivalent to statutory compensation (or payments as are deemed reasonable in the circumstances) and the provision of property or services in lieu of compensation, in contemplation of the Order being made, be agreed.
- 2.4 That, if the CPO is confirmed, the Corporate Director of Resources be authorised to negotiate and agree the compensation amounts payable in compulsorily acquiring the interests, be agreed.

Reason for decision – to allow the development of new homes on the Triangle Estate.

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

Conflicts of interest/dispensations granted – none.

**589 APPROPRIATION OF LAND FOR PLANNING PURPOSES - CHARLES SIMMONS HOUSE**

**RESOLVED:**

- 2.1 Subject to consent from the Secretary of State under section 19 of the Housing Act 1985 being obtained, that the Corporate Director of Resources be authorised to appropriate the land edged red shown on the plan in Appendix 1 from housing to planning purposes in accordance with section 122 Local Government Act 1972 and subsequent use of the Council's powers under s203-s206 of the Housing & Planning Act 2016 to override rights to light of neighbouring properties infringed by this development, be agreed;
- 2.2 That the making of an application by the Director of Law and Governance to the Secretary of State under Section 19 of the Housing Act 1985 for consent to the appropriation under paragraph 2.1 above be agreed.
- 2.3 That the Corporate Director of Resources be authorised, in consultation with the Corporate Director of Housing and Adult Social Services to agree the settlement of rights of light claims with owners and occupiers of 6 affected properties and ancillary affected leases, together with any associated fees and thereafter, be agreed;
- 2.4 That the cost of the proposed settlement of rights of light compensation payments and associated fees for leaseholders affected by this scheme will be from the capital budget for the Charles Simmons House scheme, be noted.

Reason for decision – to enable redevelopment.  
Other options considered – none other than as specified in the report.  
Conflicts of interest/dispensations granted – none

**590 BUSINESS RATES REVALUATION RELIEF FOR 2019/20**

**RESOLVED:**

2.1 That:

(a) the Council award Retail Relief equivalent to one third of their daily charge to qualifying businesses in occupation of retail premises which have a rateable value of less than £51,000 towards their rates bills in respect of the financial years 2019/20 and 2020/21 be agreed.

(b) this Retail Relief is applied in accordance with the Islington Retail Relief Scheme which is contained in Appendix A of this report be agreed.

2.2 (a) the Council goes further than the government's Retail Relief upper limit of £51,000 and uses its allocation of Revaluation Relief funding to support businesses with rateable values from £51,000 to £60,000 in respect of the financial years 2019/20 and 2020/21 be agreed

(b) this Revaluation Relief is applied in accordance with the Revaluation Relief Scheme which is contained in Appendix B of this report be agreed

Reason for decision – to provide rates relief to qualifying businesses.  
Other options considered – none other than as specified in the report.  
Conflicts of interest/dispensations granted – none

**591 PROCUREMENT STRATEGY FOR THE OPERATION, DELIVERY AND FACILITIES MANAGEMENT OF ISLINGTON'S 12 ADVENTURE PLAYGROUNDS**

Councillor Caluori introduced the report. Councillor Watts clarified that the Executive resolved to select option B in the report.

**RESOLVED:**

2.1 That the procurement strategy for the operation, delivery and facilities management of Islington's 12 adventure playgrounds for up to 15 years as outlined in this report (an initial 3-year contract followed by 4 opportunities to extend by 3 years at a time (15 = 3+3+3+3+3)) be agreed. That the recommended contract length will maximise opportunities for leveraging in additional revenue and capital funds over the 15-year period, providing much needed additional resource to

support facilities management and capital improvement across the adventure playground estate, be agreed.

- 2.2 That authority to award the contract be delegated to the Corporate Director of Children, Employment and Skills in consultation with the Executive Member for Children, Young People and Families, be agreed.

Reason for decision – to ensure service continuity.

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

Conflicts of interest/dispensations granted – none.

**592 SCHOOL ADMISSION ARRANGEMENTS 2020-21**

**RESOLVED:**

- 2.1 That the co-ordinated schemes and timetables for admission to Islington primary and secondary schools and academies in 2020/21, and in-year admission protocols for 2020/21, as set out in Appendices 1, 4 and 7 of the report, be agreed.
- 2.2 That the policy and oversubscription criteria for admission to community primary and secondary schools and Islington Sixth Form Consortium for admission in 2020/21, as set out in Appendices 2, 5, 8 and 9 of the report, be agreed.
- 2.3 That the proposed admission numbers for Islington community primary and secondary schools, and for external applicants to the Islington Sixth Form Consortium in 2020/21, as set out in Appendices 3, 6 and 10 of the report, be agreed.

Reason for decision – To agree the school admission arrangements.

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

Conflicts of interest/dispensations granted – none

**593 BUSINESS CASE FOR THE REGIONALISATION OF ADOPTION IN NORTH LONDON**

**RESOLVED:**

- 2.1 That the Business case for the North London Regional Adoption Agency be agreed.
- 2.2 That the proposals for the hosting of the service on behalf of the London Boroughs of Barnet, Camden, Enfield, Hackney and Haringey, be agreed.
- 2.3 That the proposed financial model and the service delivery model outlined in the business case be agreed.

Reason for decision – to meet the statutory requirement to develop a Regional Adoption Agency.

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

Conflicts of interest/dispensations granted – none

**594**      **CONTRACT AWARD FOR THE CONSTRUCTION OF 27 NEW HOMES AT 17- 23 BEAUMONT RISE N19 - EXEMPT APPENDIX**

That the information in the exempt appendix to agenda item C7 be noted (see Minute 587 for details).

**595**      **APPROPRIATION OF LAND FOR PLANNING PURPOSES - CHARLES SIMMONS HOUSE - EXEMPT APPENDIX**

That the information in the exempt appendix to agenda item C9 be noted (see Minute 589 for details).

MEETING CLOSED AT 7.15 pm

CHAIR

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**Report of: Director of Law and Governance**

Meeting of:	Date	Ward(s)
Executive	21 March 2019	n/a

**SUBJECT: APPOINTMENTS TO BE MADE BY THE EXECUTIVE**

**1. Synopsis**

- 1.1 This report seeks approval of the appointment of members to the Voluntary and Community Sector Committee following the amendment of the composition of the committee by Council at its meeting on 28 February 2019.
- 1.2 The Composition of the committee now includes:
- The Leader of the Council
  - The Executive member for Community Development
  - The Executive member for Housing and Development
  - The Executive member with responsibility for Arts and Culture.
- 1.3 The Leader of the Council and Councillor Diarmaid Ward, were appointed at the Executive Meeting on 14 June 2018 and their appointments still stand. Executive approval is therefore sought for the following appointments:

**2. Recommendations**

(a) To appoint Councillor Kaya Comer-Schwartz to the VCS Committee, as the Executive Member with responsibility for Arts and Culture, for the remainder of the municipal year 2018/2019, or until a successor is appointed.

(b) To appoint Councillor Una O'Halloran to the VCS Committee, as the Executive Member for Community Development, for the remainder of the municipal year 2018/2019, or until a successor is appointed.

**3. Background**

- 3.1 The Voluntary and Community Sector Committee was established by the Executive in March

2011 to oversee the Council's engagement with the Islington community and voluntary sector and to ensure value for money and fairness in the allocation of council resources to the sector.

#### **4. Implications**

##### **4.1 Financial implications**

The Voluntary and Community Sector Committee approves allocation of the Islington Community Fund and the Islington proportion of the London Councils' Grants Committee budget.

##### **4.2 Legal Implications**

These are contained in the body of the report.

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

There are no environmental implications arising directly from this report.

##### **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 initial screening for a Resident Impact Assessment was completed and did not identify any negative equality impacts for any protected characteristic or any human rights or safeguarding risks. A significant proportion of the grants made by the Grants Committee are to organisations meeting the needs and priorities of a wide range of Islington's residents and are aimed at improving fairness and equality in the Borough.

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

- 5.1 The Voluntary and Community Sector Committee is a Committee of the Executive and therefore the Executive has responsibility for appointing its membership.

**Background papers:** None.

Final report clearance:

**Signed by:**



Director of Law and Governance

5 March 2019

Date

Report author: Philippa Green  
Tel: 020 7527 3184  
Email: Philippa.green@islington.gov.uk



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

Meeting of	Date	Ward(s)
Executive	21 March 2019	All
Delete as appropriate	Exempt	Non-exempt

## **FINANCIAL MONITORING 2018-19 MONTH 10**

### **1. SYNOPSIS**

- 1.1 This report presents the forecast outturn position for 2018-19 as at 31 January 2019. Overall, there is a forecast gross General Fund underspend of £0.8m.
- 1.2 The Housing Revenue Account (HRA) is forecast to break-even over the year.
- 1.3 It is forecast that £107.0m of capital expenditure will be delivered in 2018-19.

### **2. RECOMMENDATIONS**

- 2.1. To note the forecast revenue outturn for the General Fund (**Table 1**) of a gross underspend of £0.8m. (**Paragraph 3.1**)
- 2.2. To note the breakdown of the forecast General Fund outturn by individual variance at **Appendix 1** and by service area at **Appendix 2**.
- 2.3. To note that the HRA forecast is a net break-even position. (**Section 5, Table 1**)
- 2.4. To note the latest capital position with forecast capital expenditure of £107.0m in 2018-19. (**Section 6, Table 2, and Appendix 3**).

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

- 3.1. A summary position of the General Fund and HRA is shown in **Table 1**, a breakdown by individual General Fund variance in **Appendix 1** and a breakdown by General Fund and HRA service area in **Appendix 2**.

**Table 1: 2018-19 General Fund and HRA Month 10 Forecast**

	<b>Forecast Over/(Under) Spend £000</b>
<b><u>GENERAL FUND</u></b>	
Resources	(251)
Chief Executive's Department	(328)
Children's, Employment and Skills (excluding DSG)	(714)
Environment and Regeneration	500
Housing and Adult Social Services	38
Public Health	0
<b>DIRECTORATE TOTAL</b>	<b>(755)</b>
Corporate Items	(82)
<b>GROSS OVER/(UNDER) SPEND</b>	<b>(837)</b>
<b><u>HOUSING REVENUE ACCOUNT</u></b>	
<b>NET (SURPLUS)/DEFICIT</b>	<b>0</b>

### **4. GENERAL FUND**

#### **Resources Department (-£0.25m)**

- 4.1. The Resources Department is forecasting an underspend of (-£0.25m) over the financial year with the key variances detailed in **Appendix 1**.

#### **Chief Executive's Department (-£0.3m)**

- 4.2. The Chief Executive's Department is forecasting an underspend of (-£0.3m) with key variances set out in **Appendix 1**.

#### **Children's, Employment and Skills - General Fund (-£0.7m), Schools (-£0.6m)**

- 4.3. The Children's, Employment and Skills directorate is forecasting an underspend of (-£0.7m) with key variances set out in **Appendix 1**.
- 4.4. The Dedicated Schools Grant (DSG) is forecasting an underspend of (-£0.6m or -0.4%), mainly in relation to prior-year balances being managed on behalf of the Schools Forum.

### **Environment and Regeneration (+£0.5m)**

- 4.5. The Environment and Regeneration Department is forecasting a (+£0.5m) overspend. The key variances behind this net overspend are set out in **Appendix 1**.
- 4.6. The management actions being taken to control these pressures are:
  - 4.6.1. Regular monitoring of spend and income trends across the department to enable effective decisions to be taken;
  - 4.6.2. Extensive work being undertaken within Street Environmental Services to control and monitor staff related spend and HR data;
  - 4.6.3. Vacancy and recruitment management to control and reduce costs; and
  - 4.6.4. Ongoing work to drive through service changes to deliver delayed savings.

### **Housing and Adult Social Services (Break-Even)**

- 4.7. Housing and Adult Social Services is forecasting a break-even position with key variances set out in **Appendix 1**.

### **Public Health (Break-Even)**

- 4.8. Public Health is funded via a ring-fenced grant and forecast to break-even.

### **Corporate Items (-£0.1m)**

- 4.9. The forecast for corporate items, before any call on corporate contingency budgets, is a (-£0.1m) underspend with key variances set out in **Appendix 1**.

## **5. HOUSING REVENUE ACCOUNT**

- 5.1. The forecast net variance for the Housing Revenue Account is a break-even position, summarised at **Appendix 2**.

## **6. CAPITAL PROGRAMME**

- 6.1. It is forecast that £107.0m of capital investment will be delivered in 2018-19. This is set out by directorate in **Table 2** below and detailed in **Appendix 3**.

**Table 2: 2018-19 Capital Programme Month 10 Forecast**

<b>Directorate</b>	<b>2018-19 Revised Capital Budget</b>	<b>2018-19 Capital Forecast</b>	<b>Forecast Re-profiling (to)/from Future Years</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Children's, Employment and Skills	18,665	15,006	(3,659)
Environment and Regeneration	18,307	19,135	828
Housing and Adult Social Services	76,002	72,900	(3,102)
<b>Total</b>	<b>112,974</b>	<b>107,041</b>	<b>(5,933)</b>

The 2018-19 revised capital budget now incorporates the forecast re-profiling between financial years agreed in the previous month.

### **Children's, Employment and Skills**

- 6.2. The Children's, Employment and Skills capital programme remains on time and on budget and the forecast reflects latest project milestones and cash flows.

### **Environment and Regeneration**

- 6.3. The Environment and Regeneration forecast includes unbudgeted costs of significant capital projects that will be funded from corporate capital contingency at the end of the financial year.

### **Housing and Adult Social Services**

- 6.4. The Housing and Adult Social Services capital forecast reflects forecast slippage of £3.1m on the 2018-19 revised new homes programme budget of £45.0m.
- 6.5. It is challenging to accurately forecast the profile of expenditure on new build schemes at this point in the programme as many schemes are at the feasibility stage where we are still discovering issues.
- 6.6. Feasibility is the most difficult stage for forecasting because of potential unknowns. This includes additional consultation at the request of residents and councillors and scheme design changes, and recent schemes have uncovered anomalies such as plague pits, asbestos and other obstructions in the ground.
- 6.7. Planning remains the biggest dependency for the new build programme, and the new build and planning teams are working together proactively to reduce programme slippage.

## **7. IMPLICATIONS**

### **Financial Implications**

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

### **Legal Implications**

- 7.2. The law requires that the Council must plan to balance its spending plans against resources to avoid a deficit occurring in any year. Members need to be reasonably satisfied

that expenditure is being contained within budget and that the savings for the financial year will be achieved, to ensure that income and expenditure balance.

**Environmental Implications**

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

**Resident Impact Assessment**

7.4. 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.

7.5. A resident impact assessment (RIA) was carried out for the 2018-19 Budget Report approved by Full Council. This report notes the financial performance to date but does not have direct policy implications, so a separate RIA is not required for this report.

**Appendices:**

Appendix 1 – General Fund Revenue Monitoring by Individual Variance

Appendix 2 – Revenue Monitoring by Service Area

Appendix 3 – Capital Monitoring

**Background papers:** None

Final report clearance:



**Signed by:**

13 March 2019

Executive Member for Finance, Performance and  
Community Safety

Date

**Responsible Officer:**

Alan Layton

Service Director Financial and Asset Management

**Report Authors:**

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Tony Watts, Head of Financial Planning

**Legal Implications Author:**

Peter Fehler, Assistant Director – Corporate and Dispute Resolution

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**Appendix 1: 2018-19 General Fund Revenue Monitoring by Individual Variance - Month 10**

Directorate / Service Area	Sub-Heading	Description of Over/(Under) Spend	Over-spend £000	Under-spend £000	Net Over/(Under) Spend £000	% of Directorate Net Budget that Over/(Under) Spent %
<b>RESOURCES</b>						
Accommodation and Facilities	Business Rates	Reduction in business rates costs relating to a rationalisation of buildings.		(545)	(545)	-1.3%
Revenues and Benefits	Revenues and Benefits	The call on the bad debt provision and the welfare fund are expected to be less than budgeted, and costs relating to court summons have reduced.		(264)	(264)	-0.6%
Accommodation and Facilities	Commercial Property	Commercial Income has been budgeted to rise significantly. However, practical issues have meant that the development project at Old Street has taken longer than anticipated and has caused a delay in achieving this growth.	870		870	2.1%
Accommodation and Facilities	Assembly Hall/Other	The Assembly Hall is expected to overachieve its income target by £296k, and rationalisation of maintenance work within Accommodation and Facilities is likely to lead to a further underspend of £31k.		(327)	(327)	-0.8%
Digital Services and Transformation	Software Upgrade	Previously identified as a risk, the renewal of Microsoft Enterprise created significant additional costs.	600		600	1.5%
All	All	Vacancies management in a number of areas is expected to save £856k during the year and the combined effect of small general underspends across the department is forecast to save a further £212k. These savings will offset additional staffing costs elsewhere amounting to £483k.		(585)	(585)	-1.4%
<b>Total Resources</b>			<b>1,470</b>	<b>(1,721)</b>	<b>(251)</b>	<b>-0.6%</b>
<b>CHIEF EXECUTIVE'S DEPARTMENT</b>						
Strategy and Change	Head of Strategy and Change	Non recruitment to Head of Design and Transformation post, part year vacancies and funding from CLF for graduate post.		(180)	(180)	-9.3%
Communications	Communications	Underspend on employee costs and a secondment.		(251)	(251)	-13.0%
Communications	Print Services	Underspend on running costs.		(59)	(59)	-3.1%
Chief Executive	Chief Executive Office	Vacant apprentice post.		(20)	(20)	-1.0%
Chief Executive	Chief Executive Office	Underspend on running costs.		(6)	(6)	-0.3%
Strategy and Change	Head of Strategy and Change	Overspend on consultant fees and running costs.	51		51	2.6%
Communications	Communications	Overspend on running costs.	63		63	3.3%
Communications	Print Services	Overspend on employee costs.	40		40	2.1%
Communications	Print Services	Reduction in income forecast	19		19	1.0%
Communications	Media/Islington Now	Overspend on running costs.	10		10	0.5%
Chief Executive	Central London Forward (CLF)	CLF subscription slightly higher than budget available.	5		5	0.3%
<b>Total Chief Executive's Department</b>			<b>188</b>	<b>(516)</b>	<b>(328)</b>	<b>-17.0%</b>
<b>CHILDREN'S, EMPLOYMENT AND SKILLS</b>						
Safeguarding and Family Support	Children looked After - Placements	A delay to the completion of the joint procurement exercise with HASS to purchase additional accommodation for looked after children. The procurement strategy has been amended to minimise the impact in-year.	150		150	0.2%
Safeguarding and Family Support	Children looked After - Placements	Reduction in number of children in semi-independent and residential provision.		(150)	(150)	-0.2%
Safeguarding and Family Support	Children looked After - Placements	Forecast balance on placements demographic contingency budget.		(500)	(500)	-0.6%
Learning and Schools	Early Years	Inflation on childcare fees from September 2017 and September 2018.		(330)	(330)	-0.4%
Learning and Schools	Early Years	New holiday hunger scheme is currently being piloted meaning that the budget allocation is not being utilised in full in this financial year (£105k) and underspend against the over 5s childcare subsidy budget (£35k).		(140)	(140)	-0.2%
Learning and Schools	Building Schools for the Future	Structural overspend relating to unbudgeted costs of cleaning Holloway Pool.	60		60	0.1%
Learning and Schools	Schools Capital and Finance	Contribution from capital towards project management costs.		(60)	(60)	-0.1%
Learning and Schools	Special Educational Needs (SEN) T	Forecast £648k SEN transport overspend after allowing for estimated impact of management action to minimise cost pressures in year. Despite significant work across CES and E&R to manage these pressures, a significant overspend is still forecast. A £200k demographic growth contingency had been set aside for SEN transport, which reduces the bottom line forecast overspend to £448k. This is a high risk demand led budget.	448		448	0.5%
Learning and Schools	Universal Free School Meals	The numbers of children not eligible for statutory free school meals has stabilised and therefore the demographic contingency for universal free school meals is not expected to be used in 2018-19 (£200k). Numbers have reduced further based on meal claims processed to date (£50k).		(250)	(250)	-0.3%
Partnerships and Service Support	Directorate Management	Forecast staffing underspend against directorate management budget.		(20)	(20)	0.0%
Partnerships and Service Support	Cardfields	Reduction in school's funding, repayment of corporately funded capital works, forecast shortfall in income and urgent maintenance costs. This is partly mitigated through actively targeting weekend hire at identified groups, construction of a special offer for weeks that we can't sell and a review of costs.	78		78	0.1%
<b>Total Children's, Employment and Skills</b>			<b>736</b>	<b>(1,450)</b>	<b>(714)</b>	<b>-0.8%</b>
<b>ENVIRONMENT AND REGENERATION</b>						
Planning and Development	Development Control	Lower levels of income and agency cost pressure.	275		275	1.7%
Planning and Development	Building Control	Delays in building control fire safety works.	125		125	0.8%
Public Protection	Local Land Charges	Decline in local land charges income.	100		100	0.6%
Public Realm	Highways and Energy Services	Unachievable street lighting Wi-Fi concession income.	120		120	0.7%
Public Realm	Street Environmental Services	Sickness levels exceeding target operating model.	750		750	4.5%
Public Realm	Street Environmental Services	Additional staff cover due to operational, performance and disciplinary issues.	225		225	1.4%
Public Realm	Street Environmental Services	Driver grade uplift to reflect additional supervision duties.	120		120	0.7%
Public Realm	Street Environmental Services	Delays in fleet replacement due to ULEZ considerations.	400		400	2.4%
Public Realm	Street Environmental Services	Anticipated fuel savings offset by higher pump prices.	100		100	0.6%
Public Realm	Street Environmental Services	Additional staff costs due to changes in refuse collection service.	400		400	2.4%
Public Realm	Street Environmental Services	One-off costs relating to service modernisation and use of technology.	155		155	0.9%
Public Realm	Street Environmental Services	Shortfall in commercial waste income.	250		250	1.5%
Public Protection	Private Sector Housing	Underspend in private sector housing grants (one-off).		(430)	(430)	-2.6%
Public Protection	Various	Vacancies across the division.		(100)	(100)	-0.6%
Public Protection	Various	Additional HRA income due to new recharge calculation.		(170)	(170)	-1.0%
Public Realm	Greenspace & Leisure	Additional HRA income due to new recharge calculation.		(400)	(400)	-2.4%
Public Realm	Highways and Energy Services	Additional HRA income due to new recharge calculation.		(30)	(30)	-0.2%
Public Realm	Highways and Energy Services	Carbon offset income within Energy Services.	(120)		(120)	-0.7%
Public Realm	Highways and Energy Services	Additional income from Angelic Energy.	(20)		(20)	-0.1%
Public Realm	Highways and Energy Services	Spend previously allocated to revenue to be financed from capital resources.		(350)	(350)	-2.1%
Public Realm	Street Environmental Services	Additional HRA income due to new recharge calculation.		(900)	(900)	-5.5%

Appendix 1: 2018-19 General Fund Revenue Monitoring by Individual Variance - Month 10

Total Environment and Regeneration	3,020	(2,520)	500	3.0%
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**Appendix 1: 2018-19 General Fund Revenue Monitoring by Individual Variance - Month 10**

<b>HOUSING AND ADULT SOCIAL SERVICES</b>							
<i>The Housing General Fund forecast is break-even with no significant net variances at divisional level.</i>				0	0	0	0.0%
<b>Total Housing General Fund</b>				<b>0</b>	<b>0</b>	<b>0</b>	
Integrated Community Services	In-house Service - Day Offer Review	Non-delivery of savings.		843		843	1.2%
Learning Disabilities	In-house Review	Non-delivery of savings.		399		399	0.6%
AdSS	AdSS	Additional adult social care grant (one-off).			(804)	(804)	-1.2%
AdSS	AdSS	Improved Better Care Fund (Stabilising the Social Care System) one-off income.			(400)	(400)	-0.6%
<b>Total Adult Social Services</b>				<b>1,242</b>	<b>(1,204)</b>	<b>38</b>	<b>0.1%</b>
<b>Total Housing and Adult Social Services</b>				<b>1,242</b>	<b>(1,204)</b>	<b>38</b>	<b>0.0%</b>
<b>PUBLIC HEALTH</b>							
<i>The Public Health forecast is break-even as any underspends will be carried forward to future years as part of the ring-fenced public health account.</i>				0	0	0	0.0%
<b>Total Public Health</b>				<b>0</b>	<b>0</b>	<b>0</b>	
<b>DIRECTORATE TOTAL</b>				<b>6,656</b>	<b>(7,411)</b>	<b>(755)</b>	
<b>CORPORATE ITEMS</b>							
Housing Needs	NRPF	Uncontrollable pressure due to the Council's statutory duty to provide assistance to all destitute clients who are Non-European Union nationals and can demonstrate need under Section 21 of the National Assistance Act, 1948. This is commonly referred to as No Recourse to Public Funds (NRPF).		755		755	-0.3%
Invest to Save	Bike Hangars	Invest to Save funding for bike hangars that will secure an ongoing income stream for the Council (one-off).		568		568	-0.3%
Homelessness	Homelessness	Unbudgeted corporate funding for Street Homelessness Coordinator and St Mungo's Outreach Officer.		95		95	0.0%
Inflation	Pay	Estimated underspend against corporate budget for pay inflation (one-off).			(1,500)	(1,500)	0.7%
<b>Total Corporate Items</b>				<b>1,418</b>	<b>(1,500)</b>	<b>(82)</b>	<b>0.0%</b>
<b>GROSS TOTAL</b>				<b>8,074</b>	<b>(8,911)</b>	<b>(837)</b>	

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**Appendix 2: 2018-19 Revenue Monitoring by Service Area - Month 10**

<b>GENERAL FUND</b>					
Directorate / Division	Original Budget	Current Budget	Forecast Outturn	Forecast Over/(Under) Spend Month 10	Forecast Over/(Under) Spend Month 9
	£'000	£000	£000	£000	£000
<b>RESOURCES</b>					
Corporate Director of Resources	1,149	2,509	2,992	483	394
Digital Services and Transformation	10,935	11,120	11,720	600	600
Financial Management	10,920	418	374	(44)	57
Financial Operations	21,029	21,743	20,542	(1,201)	(1,179)
Internal Audit	685	691	659	(32)	(22)
Law and Governance	2,110	2,915	2,888	(27)	(6)
Human Resources	1,767	1,917	1,887	(30)	20
<b>Total Resources</b>	<b>48,595</b>	<b>41,313</b>	<b>41,062</b>	<b>(251)</b>	<b>(136)</b>
<b>CHIEF EXECUTIVE'S DEPARTMENT</b>					
Chief Executive	41	45	24	(21)	(15)
Communications and Change	1,195	1,029	851	(178)	(105)
Strategy and Change	839	856	727	(129)	(110)
<b>Total Chief Executive's Department</b>	<b>2,075</b>	<b>1,930</b>	<b>1,602</b>	<b>(328)</b>	<b>(230)</b>
<b>CHILDREN'S, EMPLOYMENT AND SKILLS</b>					
Youth and Communities	6,201	6,406	6,406	0	0
Safeguarding and Family Support	40,667	43,978	43,478	(500)	(400)
Learning and Schools	11,808	25,900	25,007	(893)	(874)
Partnership and Service Support	16,701	4,787	4,845	58	58
Employment, Skills and Culture	5,419	6,038	6,038	0	0
Health Commissioning	924	927	927	0	0
Less Projected Ring-Fenced Schools Related Underspend	0	0	621	621	621
<b>Total Children's, Employment and Skills</b>	<b>81,720</b>	<b>88,036</b>	<b>87,322</b>	<b>(714)</b>	<b>(595)</b>
<b>ENVIRONMENT AND REGENERATION</b>					
Directorate	161	(353)	(353)	0	0
Planning and Development	975	1,424	1,824	400	400
Public Protection	4,653	5,017	4,417	(600)	(600)
Public Realm	8,170	10,417	11,117	700	700
<b>Total Environment and Regeneration</b>	<b>13,959</b>	<b>16,505</b>	<b>17,005</b>	<b>500</b>	<b>500</b>
<b>HOUSING AND ADULT SOCIAL SERVICES (HASS)</b>					
Temporary Accommodation (Homelessness Direct)	2,148	2,510	2,723	213	(74)
Housing Needs (Homelessness Indirect)	1,368	1,408	1,213	(195)	101
Housing Benefit	880	880	880	0	0
Housing Strategy and Development	127	130	123	(7)	(8)
Housing Administration	1,328	987	976	(11)	(19)
Voluntary and Community Services (VCS)	3,028	3,397	3,397	0	0
<b>Total Housing General Fund</b>	<b>8,879</b>	<b>9,312</b>	<b>9,312</b>	<b>0</b>	<b>0</b>
Adult Social Care	(2,503)	(3,238)	(4,442)	(1,204)	(1,204)
Integrated Community Services	19,503	19,951	20,794	843	843
Learning Disabilities	25,136	25,279	25,678	399	399
Strategy and Commissioning	26,951	27,297	27,297	0	0
<b>Total Adult Social Services</b>	<b>69,087</b>	<b>69,289</b>	<b>69,327</b>	<b>38</b>	<b>38</b>
<b>Total Housing and Adult Social Services</b>	<b>77,966</b>	<b>78,601</b>	<b>78,639</b>	<b>38</b>	<b>38</b>
<b>PUBLIC HEALTH</b>					
Children 0-5 Public Health	3,689	3,689	3,716	27	27
Children and Young People	1,434	1,594	1,588	(6)	(6)
NHS Health Checks	394	394	212	(182)	(89)
Obesity and Physical Activity	679	679	723	44	31
Other Public Health	(19,984)	(19,688)	(19,705)	(17)	21
Sexual Health	6,022	5,689	5,542	(147)	(242)
Smoking and Tobacco	488	488	425	(63)	(72)
Substance Misuse	7,278	7,155	7,097	(58)	(67)
Less Projected Ring-Fenced Public Health Grant Underspend	0	0	402	402	397
<b>Total Public Health</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>
<b>DIRECTORATE TOTAL</b>	<b>224,315</b>	<b>226,385</b>	<b>225,630</b>	<b>(755)</b>	<b>(423)</b>

## Appendix 2: 2018-19 Revenue Monitoring by Service Area - Month 10

Directorate / Division	Original Budget	Current Budget	Forecast Outturn	Forecast Over/(Under) Spend Month 10	Forecast Over/(Under) Spend Month 9
	£'000	£000	£000	£000	£000
<b>CORPORATE ITEMS</b>					
Other Corporate Items	4,567	120	(717)	(837)	(837)
Corporate Financing Account	(26,579)	(26,579)	(26,579)	0	0
Pensions	0	10,869	10,869	0	0
Levies	22,277	22,277	22,277	0	0
Transfer to/(from) Reserves	(7,219)	(15,847)	(15,847)	0	0
Specific Grants	(6,776)	(6,776)	(6,776)	0	0
Core Government Funding / Council Tax	(212,994)	(212,994)	(212,994)	0	0
No Recourse to Public Funds	409	545	1,300	755	800
Appropriations and Technical Accounting Entries	0	0	0	0	0
Contingency	2,000	2,000	2,000	0	0
<b>Total Corporate Items</b>	<b>(224,315)</b>	<b>(226,385)</b>	<b>(226,467)</b>	<b>(82)</b>	<b>(37)</b>
<b>GROSS TOTAL</b>	<b>0</b>	<b>0</b>	<b>(837)</b>	<b>(837)</b>	<b>(460)</b>

## Appendix 2: 2018-19 Revenue Monitoring by Service Area - Month 10

<b>HOUSING REVENUE ACCOUNT(HRA)</b>				
Service Area	Current	Forecast	Forecast	Forecast
	Budget	Outturn	Over/(Under)	Over/(Under)
			Spend	Spend
			Month 10	Month 9
	£000	£000	£000	£000
Dwelling Rents	(163,790)	(165,460)	(1,670)	(1,600)
Non Dwelling Rents	(1,400)	(1,600)	(200)	(200)
Heating Charges	(2,050)	(2,050)	0	0
Leaseholders Charges	(11,850)	(11,850)	0	0
Other Charges for Services and Facilities	(4,839)	(5,089)	(250)	(250)
PFI Credits	(22,855)	(22,855)	0	0
Interest Receivable	(500)	(500)	0	0
Contribution from General Fund	(816)	(816)	0	0
<b>Gross Income</b>	<b>(208,100)</b>	<b>(210,220)</b>	<b>(2,120)</b>	<b>(2,050)</b>
Repairs and Maintenance	32,223	32,223	0	0
General Management	47,929	50,229	2,300	2,235
PFI Payments	42,263	42,703	440	440
Special Services	22,714	22,869	155	150
Rents, Rates, Taxes and Other Charges	590	890	300	300
Capital Financing Costs	16,269	16,269	0	0
Depreciation	34,006	34,006	0	0
Bad Debt Provisions	750	750	0	0
Contingency	2,000	1,500	(500)	(500)
Transfer to HRA Reserves	9,356	8,781	(575)	(575)
<b>Gross Expenditure</b>	<b>208,100</b>	<b>210,220</b>	<b>2,120</b>	<b>2,050</b>
<b>Net (Surplus)/Deficit</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>

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**Appendix 3: Capital Monitoring 2018-19 - Month 10**

	2018-19 Budget Monitoring						
	Original Budget	Budget Changes During the Year	Revised Budget	Forecast Outturn	Forecast Re-profiling (to)/from Future Years	Expenditure to Date	% Budget Spent to Date
	£000	£000	£000	£000	£000	£000	£000
<b>CHILDREN'S, EMPLOYMENT AND SKILLS</b>							
Moreland School and Children's Centre	0	268	268	210	(58)	208	77%
Pupil Referral Unit	0	273	273	273	0	(109)	(40%)
Tufnell Park School	13,895	(3,598)	10,297	10,297	0	6,726	65%
Highbury Grove School Expansion	3,000	(1,391)	1,609	1,609	0	547	34%
Central Foundation School Expansion	2,700	(1,720)	980	980	0	599	61%
School Condition Works	0	231	231	0	(231)	0	0%
Arts and Media School	90	10	100	0	(100)	0	0%
New River College	0	211	211	70	(141)	26	12%
Primary Schools Condition Schemes	75	1,135	1,210	916	(294)	702	58%
Primary Schools General and Emergency Works Schemes	0	200	200	200	0	109	54%
Schools Devolved Formula Capital	300	0	300	300	0	0	0%
Early Years Capital	500	408	908	101	(807)	33	4%
Libraries	0	48	48	30	(18)	18	36%
Youth Capital	0	18	18	18	0	1	8%
Schools Contingency	3,400	(1,390)	2,010	0	(2,010)	14	1%
<b>Total Children's, Employment and Skills</b>	<b>23,960</b>	<b>(5,295)</b>	<b>18,665</b>	<b>15,006</b>	<b>(3,659)</b>	<b>8,873</b>	<b>48%</b>
<b>ENVIRONMENT AND REGENERATION</b>							
Other Environment and Regeneration	0	50	50	50	(0)	0	0%
Planning and Development	0	842	842	842	0	567	67%
Cemetaries	0	238	238	238	0	199	84%
Combined Heat and Power	120	1,729	1,849	2,750	901	1,885	102%
Energy Saving Council Buildings	431	(190)	241	225	(15)	151	63%
Vehicles	2,000	1,189	3,189	3,189	0	342	11%
Greenspace	2,000	632	2,632	2,448	(183)	3,044	116%
Highways	1,650	1,113	2,763	3,008	245	1,800	65%
Leisure	972	(246)	726	726	0	398	55%
Recycling Improvements	1,043	(435)	608	608	(0)	256	42%
Special Projects	100	223	323	206	(117)	141	44%
Traffic and Engineering	3,210	1,638	4,848	4,844	(4)	2,535	52%
<b>Total Environment and Regeneration</b>	<b>11,526</b>	<b>6,781</b>	<b>18,307</b>	<b>19,135</b>	<b>828</b>	<b>11,318</b>	<b>62%</b>
<b>HOUSING</b>							
Major Works and Improvements	31,000	0	31,000	31,000	0	20,471	66%
New Build	85,702	(40,700)	45,002	41,900	(3,102)	37,092	82%
<b>Total Housing</b>	<b>116,702</b>	<b>(40,700)</b>	<b>76,002</b>	<b>72,900</b>	<b>(3,102)</b>	<b>57,563</b>	<b>76%</b>
<b>TOTAL CAPITAL PROGRAMME</b>	<b>152,188</b>	<b>(39,214)</b>	<b>112,974</b>	<b>107,041</b>	<b>(5,933)</b>	<b>77,755</b>	<b>69%</b>

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## Report of: Executive Member for Housing and Development

Meeting of:	Date:	Wards
Executive	21 March 2019	All

Delete as appropriate	Exempt	Non-exempt
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## SUBJECT: Islington Homelessness and Rough Sleeping Strategy 2019-2023

### 1. Synopsis

- 1.1 The council'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. Many local residents face both complex and multiple challenges, such as housing, employment, offending, domestic violence, mental health and substance abuse including those who are homeless or threatened with homelessness.
- 1.2 Being homeless must not prevent people having a secure and dignified existence, or interrupt their employment, education and access to healthcare. Our Homelessness and Rough Sleeping Strategy 2019-2023 sets out how the council will:
  - prevent homelessness through partnership working;
  - focus prevention and support for those most at risk of homelessness. The support will extend to the health and wellbeing of individuals, in addition to a place to live;
  - work towards eliminating rough sleeping.
- 1.3 There is well established strong partnership working with voluntary and community sector organisations through the Islington Homelessness Forum (IHF), which has been meeting regularly for over ten years. The strategy reiterates the continuing importance given by the council to a collaborative approach between sectors in reducing homelessness and rough sleeping; this was demonstrated during the recent rough sleeper count.
- 1.4 In recognition of the link between homelessness and health and wellbeing, the 2019-2023 strategy will be sponsored by the Health and Wellbeing Board. The Health and Wellbeing Board approved the recommendations of this report on 22 November 2018.

## **2. Recommendations**

- 2.1 To agree the aim, priorities and objectives as set out below.
- 2.2 To note the approach to consultation as set out at Section 4.
- 2.3 To agree the proposed duration of the strategy as set out at paragraph 5.1.
- 2.4 To agree the mechanism for reviewing the objectives and actions on an annual basis as set out at paragraph 5.3.
- 2.5 To note the provisional timeframes set out at paragraph 6.1 below.

## **3. Aim, priorities and objectives of the strategy**

- 3.1 Delivering decent and genuinely affordable homes for all is one of the council's seven objectives, which includes aims to increase the supply of new homes, improving conditions in the private rented sector and preventing homelessness. Additionally, our overriding approach is to help people to build resilience through prevention and early intervention. The objectives of the strategy set out how the council will meet the housing objectives and continue to help those who are homeless or who face homelessness build resilience.

Islington Council's most recent prevention of homelessness strategy ran from 2012 to 2014. We were previously exempt from requiring a homelessness strategy, but since 1 April 2017, that exemption no longer applies.

The aim of the 2012-2014 Homelessness Prevention Strategy was "To find innovative and practical ways to resolve and prevent homelessness through the provision of accessible services to members of the borough's community who need assistance."

- 3.2 It is recommended that the same aim is used for the new strategy, as it fits with the objective in the Islington Corporate Plan 2018-22, to "Prevent homelessness and support rough sleepers".

In recent years, due to the impact of welfare reform and the increasing cost of housing in central London, rough sleeping numbers in the borough have increased, including rough sleepers who have no recourse to public funds (NRPF) or who are subject to immigration control. The previous strategy did not encompass rough-sleeping. This strategy will therefore describe the Council's approach to addressing rough sleeping which includes:

- a housing first pilot housing rough sleepers with high support needs;
- creating a new role to coordinate our approach and to work collaboratively with partners;
- a pilot project looking at targeted support for rough sleepers whose immigration status impedes their access to housing.

Islington has for many years championed a proactive approach to homelessness prevention through regular surgeries in the community where advice and assistance is made available to those who need it. The Homelessness Reduction Act 2017 which was implemented in April 2018 now places a greater obligation on authorities to work with residents to prevent homelessness. Learning from the sub-regional Trailblazer project, which was led by Islington, confirmed the value of investing time and resources in upskilling partner agencies and public bodies in the prevention of homelessness and identifying and referring households at an early risk of homelessness.

- 3.3 The above developments are reflected in the priorities for the next strategy, i.e.
  - preventing homelessness through partnership working;

- focus prevention and support for those most at risk of homelessness. The support will extend to the health and wellbeing of individuals, in addition to a place to live;
- working towards eliminating rough sleeping.

The strategy is underpinned by an action plan, Appendix 1. The objectives are separated between those which prevent and relieve homelessness, to mirror the Homelessness Reduction Act 2017, and key objectives, as follows:

#### **Preventing homelessness**

- improve our prevention service for customers;
- work towards eliminating rough sleeping;
- support the development of housing pathways for each customer group.

#### **Relieving homelessness**

- increase the supply of secure, affordable homes to ensure sufficient supply of accommodation;
- make better use of the private rented sector;
- review how temporary accommodation is procured and provided.

#### **Other key objectives**

- work with partners to ensure that the strategy is based on realistic assumptions;
- ensure that the strategy meets challenges that are likely to arise during its lifetime;
- improve our understanding of the connection between homelessness and health and wellbeing;
- improve standards in the private rented sector;
- improve communications in relation to homelessness.

## **4. Consultation**

- 4.1 The responsibility for providing homelessness advice is primarily that of the teams within Housing Needs. However, it is clear that, as part of the Council's objective to deliver decent and genuinely affordable homes for all, the strategy requires a collaborative approach across the Council, and from partners, to prevent homelessness.
- 4.2 Colleagues from departments such as Private Housing Partnerships, Residential Environmental Health, No Recourse to Public Funds, Trading Standards, Public Health, New Homes and Development and Community Safety have been involved in developing the action plan and have committed to contributing to the delivery of the actions.
- 4.3 Colleagues in Homes and Communities, Adult Social Services, Children's Services and the CCG have had the opportunity to comment on the aim, priorities and objectives of the strategy.
- 4.4 This strategy will not substantially affect our secure tenants, and we are therefore not required to carry out a statutory consultation under Section 105 of the Housing Act 1985.
- 4.5 However, in order to provide the partner organisations who will help to deliver the strategy with the opportunity to shape the strategy, the IHF were consulted on the aim, priorities and objectives.
- 4.6 The respondents to the consultation were supportive of our aim, priorities and objectives.
- 4.7 As a result of the consultation, we have developed an additional action point, "Update messages for the public to reduce stigma associated with homelessness". Rough Sleeper Initiatives will now be a standing item at future IHF meetings.

## 5. Duration and review

- 5.1 It is recommended that the strategy has a duration of five years, to be consistent with other major Islington Council strategies, such as the Housing Strategy.
- 5.2 The government has advised that they will work with local authorities so that by winter 2019, local authorities report progress in delivering homelessness and rough sleeping strategies, and publish annual action plans.
- 5.3 It is recommended that each year a review of the objectives and actions is carried out, and the findings are reported to the Health and Wellbeing Board. The Health and Wellbeing Board would agree to any changes to the objectives and actions as required. This would provide a safeguard that all actions and strategic aims remain relevant to the law, prevailing conditions and best practice in the homelessness and housing advice sector.

## 6. Provisional Timeframes

- 6.1 The planned stages in the development of the new Homelessness and Rough Sleeping Strategy are set out below.

Action	Timeframe
Strategy agreed by Executive	February 2019
Publication	Spring 2019

## 7. Implications

### 7.1 Financial Implications

- 7.1.1 There are no financial implications as a direct result of this report.
- 7.1.2 Any plans or strategies derived or agreed in relation to this report should use existing available resources and therefore not create a budget pressure for the Council.

### 7.2 Legal Implications

- 7.2.1 Section 1 of the Homelessness Act 2002 ("the Act") creates a duty on housing authorities to formulate and publish a homelessness strategy. The Council was previously exempt from this statutory requirement by virtue of the Local Authorities Plans and Strategies (Disapplication) (England) Order 2009 but the exemption expired on 1 April 2017.
- 7.2.2 Under the Act the Council is required to carry out a homelessness review for its district and to formulate and publish a homelessness strategy based on the results of that review. The review should consider the levels and likely future levels of homelessness in the borough, the activities which are carried out to prevent homelessness and the resources available to the Council to secure accommodation and provide support and assistance to the homeless. The Council will also need to take into account the additional duties introduced through the HRA to prevent homelessness for all eligible applicants, including those who do not have priority need or may be considered intentionally homeless.
- 7.2.3 In formulating or modifying its homelessness strategy the Council is required to have due regard to the statutory guidance published by Ministry of Housing, Communities and Local Government (MHCLG). The Council should also have regard to its allocation scheme, its tenancy strategy and the London housing strategy.

- 7.2.4 The homelessness strategy should set out the Council's strategy for preventing homelessness in their district, securing that sufficient accommodation is and will be available for people in their district who are or may become homeless and securing the satisfactory provision of support for people in their district who are or may become homeless or who have been homeless and need support to prevent them becoming homeless again.
- 7.2.5 There is no formal consultation required by the Act but before adopting or modifying its homelessness strategy the Council should consult such public or local authorities, voluntary organisations or other persons as it considers appropriate. The MHCLG guidance provides that housing authorities will wish to consult with service users and specialist agencies that provide support to homeless people in the borough.
- 7.2.6 Under the Act the Council is required to take its homelessness strategy into account in the exercise of its housing and social services functions.

### 7.3 **Environmental Implications**

- 7.3.1 The production of a Homelessness and Rough Sleeping Strategy will not have any significant environmental impact beyond that associated with standard office usage. There may be impacts associated with some of the actions outlined in the strategy, and these will be assessed when the strategy is finalised.

### 7.4 **Resident Impact Assessment**

- 7.4.1 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.
- 7.4.2 A Resident Impact Assessment was completed on 8 August 2018 and the summary is included below.

Analysis has shown that a number of protected groups are over represented in homeless applications in comparison to the borough profile:

- a higher proportion of females are making homeless applications especially those in lone parent households;
  - a higher proportion of younger people (25-44) are making homeless applications;
  - a higher proportion of people with disabilities are making homeless applications;
  - a higher proportion of Black and Minority Ethnic groups are making homeless applications;
  - a higher proportion of lesbian, gay and bisexual people are making homelessness applications.
- 7.4.3 The strategy will have an overall positive effect on these protected groups, through tackling and preventing homelessness and meeting housing need. We will respond to the identified impacts as follows:

Action	Responsible team	Deadline
Enhance our existing mediation service to reduce homelessness caused by family and friend exclusions, and private sector tenancy terminations.	Housing Needs	Annual review
Continue to provide support by finding employment opportunities, through the council's iWork and partner organisations.	Housing Needs iWork	Annual review
Produce advice and guidance to people with No Recourse to Public Funds, and disseminate to BME groups via the voluntary sector.	No Recourse to Public Funds	Spring 2019
Provide additional mental health input and support too hard to engage rough sleepers.	Housing Needs	Annual Review
Review programme of housing advice outreach surgeries.	Housing Needs	Quarterly
Become an accredited landlord for Domestic Abuse, which will include evaluating how the current services we provide meet the housing needs of domestic abuse victims	Housing Strategy, Improvement and Partnerships  Homes and Communities	Spring 2019
Implement recommendations from the behavioural change research to help people to downsize in order to release existing social housing which can be let to overcrowded families.	Housing Needs	Spring 2019
Establish an evidence base of approaches and failed preventions to better understand the issues, such as ethnicity and gender.	Public Health	Annual Review
Explore available data on the connection between health, including mental health, and homelessness, including rough sleeping, including the factors that increase the risk of homelessness.	Public Health	Winter 2019

## 8. Conclusion and reasons for recommendations

- 8.1 There is a legal requirement for us to have a homelessness strategy. The aim, priorities and objectives of the strategy will prevent homelessness, and will have an overall positive effect on protected groups
- 8.2 An annual review of the strategy will provide a safeguard that all actions and strategic aims remain relevant to the law, prevailing conditions and best practice in the homelessness and housing advice sector.

### Appendices:

Action plan – Appendix 1

Resident Impact Assessment – Appendix 2

Homelessness and Rough Sleeping Strategy – Appendix 3

**Background papers:** None

**Final report clearance:**

8 March 2019

*Diarmuid Ward.*

**Signed by:** Executive Member for Housing and Development

**Date:**

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## Islington Council Homelessness and Rough Sleeping Strategy Action Plan

### Preventing homelessness

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
Improve our prevention service for customers	1. Be proactive in minimising statutory homelessness acceptances through our prevention work to enable people to either remain in their home or find alternative accommodation.	Housing Needs	Ongoing
	2. Review of our approach to Personalised Housing Plans.	Housing Needs	Every six months
	3. Enhance our existing mediation service to reduce homelessness caused by family and friend exclusions, and private sector tenancy terminations.	Housing Needs	Annual review
	4. Continue to provide support by enhancing skills and employment opportunities, through the council's iWork and partner organisations.	Housing Needs iWork	Annual review
	5. To evaluate the Trailblazer programme with a view to mainstream the advice surgeries provided to commissioned refuges and local women's advice agencies working with those at risk as a result of domestic violence and abuse.	Housing Needs	Spring 2019
	6. Produce advice and guidance to people with No Recourse to Public Funds, and disseminate to BME groups via the voluntary sector.	No Recourse to Public Funds	Spring 2019
Work towards eliminating rough sleeping	7. Further develop the Housing First scheme to house rough sleepers or former rough sleepers with high support needs.	Housing Needs Strategy and Change	Annual Review
	8. Create a street population co-ordinator role to tackle the street population issues through the use of problem-solving, and collaborative working with	Housing Needs Community Safety	Annual Review

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
Page 40	partners and the community particularly in relation to the Stroud Green Rd and Finsbury Park areas.		
	9. Provide additional support to street population groups encompassing entrenched rough sleepers and those with accommodation but engaged in street begging via access to health service eg substance misuse services, physical health services and enhancing access to skills and employment services etc.	Housing Needs	Annual Review
	10. Provide additional mental health input and support to hard to engage rough sleepers by conducting street based mental health assessments through EASL (Enabling Assessment Service London).	Housing Needs	Annual Review
	11. Increase provision of existing emergency accommodation for rough sleepers with medium/high support needs.	Housing Needs	Annual Review
	12. Increase 'Move on' support for clients in supported/temporary accommodation.	Housing Needs	Annual Review
	13. Provide additional wrap around support to those with No Recourse to Public Funds who feature in rough sleeper statistics to ensure they are able to exercise treaty rights and supported by other council services and voluntary sector services where appropriate.	No Recourse to Public Funds	Annual Review
	14. Review Staging Post referral criteria to increase acceptance rate for rough sleepers with low level support needs.	Housing Needs	Annual Review
	15. Support No Second Night Out, working in Partnership with our commissioned outreach provider, St Mungos.	Housing Needs	Ongoing
	16. Review the Contract with the commissioned outreach provider to consider the appropriate delivery	Housing Needs	Annual

<b>Objective</b>	<b>What we will do</b>	<b>Who will do it? Lead service or partner</b>	<b>When we will do it by? Target date</b>
	mechanism which may include the provision of outreach services via an in-house service.		
	17. Continue to work with MHCLG to identify and obtain funding to work towards eliminating rough sleeping	Housing Needs	Ongoing
Support the development of Housing Pathways for each customer group	18. Manage expectations of individuals and partner organisations by developing a campaign on raising awareness of the realities of homelessness and housing options.	Housing Needs	Annual Review
	19. Review programme of housing advice outreach surgeries.	Housing Needs	Quarterly
	20. Become an accredited landlord for Domestic Abuse, which will include evaluating how the current services we provide meet the housing needs of domestic abuse victims	Housing Strategy, Improvement and Partnerships Homes and Communities	Spring 2019

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### Relieving homelessness

<b>Objective</b>	<b>What we will do</b>	<b>Who will do it? Lead service or partner</b>	<b>When we will do it by? Target date</b>
Increase the supply of secure, affordable homes to ensure sufficient supply of accommodation	21. Build at least 681 new general needs homes at social rent.	New Build Team	2022
	22. Implement recommendations from the behavioural change research to help people to downsize in order to release existing social housing which can be let to overcrowded families.	Housing Needs	Spring 2019
Make better use of the private rented sector	23. Review the effectiveness of Islington Lettings with a view to increase the number of properties managed by the Council on behalf of private sector landlords.	Private Housing Partnerships	Spring 2019

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
	24. Support private sector tenants to help raise awareness of their rights, such as in relation to retaliatory evictions, and responsibilities, through the development of factsheets.	Housing Needs	Annual Review
	25. Research areas in London and the South East that have a supply of accommodation that is affordable for under 35s.	Housing Needs	Annual Review
Review how temporary accommodation is procured and provided	26. Reduce use of private sector temporary accommodation by <ul style="list-style-type: none"> <li>• Purchasing at least 50 properties in and out of borough for temporary accommodation and where feasible to purchase additional properties if opportunities arise;</li> <li>• Increasing reallocation of one-bedroom general needs properties to temporary accommodation.</li> </ul>	Housing Strategy, Improvement and Partnerships	Late 2020 Ongoing
	27. Develop an offer for under 35s singles with low or no support needs.	Private Housing Partnerships	Spring 2019
	28. Review the council's need for, and use of, short stay temporary accommodation, including its reception centres.	Private Housing Partnerships	Spring 2019
	29. Explore alternative opportunities for provision of short term temporary accommodation, such as meanwhile sites in borough and properties earmarked for decant.	Private Housing Partnerships	Annual Review

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#### Other key objectives

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
Work with Partners to ensure that the strategy is based on realistic	1. Arrange and host regular Islington Homeless Forum meetings to raise awareness with partners and share best practice.	Housing Needs	Three times each year

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
assumptions	2. Increase joint working with the police to establish a consistent approach to rough sleepers across the borough, and that the police are aware of the support that is available to rough sleepers.	Community Safety	Ongoing
Ensure that the strategy meets challenges that are likely to arise during its lifetime	3. Manage relationships with partners who have a Duty to Refer.	Housing Needs	Every six months
	4. Implement programme to scrutinise quality of service provided to clients, and include front line staff and service users in annual review.	Housing Strategy, Improvement and Partnerships	Annual Review
	5. Review impact of 'Brexit' and provide training in relation to NRPF.	No Recourse to Public Funds	Ongoing
	6. Review impact of Universal Credit on homelessness.	Housing Strategy, Improvement and Partnerships	Quarterly review
	7. Review and utilise our Resident Support Scheme (Discretionary Housing Payments) scheme.	Housing Strategy, Improvement and Partnerships	Autumn 2019
Improve our understanding of the connection between homelessness and health and wellbeing	8. Establish an evidence base of approaches and failed preventions to better understand the issues, such as ethnicity and gender.	Public Health	Annual Review
	9. Explore available data on the connection between health, including mental health, and homelessness, including rough sleeping, including the factors that increase the risk of homelessness.	Public Health	Winter 2019
	10. Undertake qualitative work to assess the impact on health and wellbeing of families in temporary accommodation.	Public Health	Summer 2019
	11. Organise a Health and Wellbeing event for rough sleepers in known hotspots to promote the range of support services that are available.	Community Safety	Ongoing

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
Improve standards in the private rented sector	12. Improve standards in the private rented sector by introducing property licencing schemes, starting in Finsbury Park.	Residential Environmental Health	Winter 2019
	13. Implement and use civil penalties against rogue landlords, using Housing and Planning Act powers.	Residential Environmental Health	Spring 2019
	14. Bear down on poor practice by lettings agents by tackling unfair terms in private sector tenancies.	Trading Standards	Annual Review
	15. Assess new HMO licence applications and renewals, to ensure that the correct type of occupancy agreement is used, and that the key terms are fair.	Trading Standards	Ongoing
	16. Provide guidance for Landlords through the Landlords' Forum and Newsletter.	Private Housing Partnerships	Annual Review
	17. Review the Landlords' Charter.	Private Housing Partnerships	Spring 2019
Improve communications in relation to homelessness	18. Devise message for landlords to encourage lettings to households in receipt of Housing Benefits/ Universal Credit in the private sector.	Private Housing Partnerships	Spring 2019
	19. Update messages for the public in relation to rough sleepers.	Community Safety	Ongoing
	20. Update messages for the public to reduce stigma associated with homelessness	Housing Needs	Ongoing



## Resident Impact Assessment

**Title of policy, procedure, function, service activity or financial decision: Homelessness and Rough Sleeping Strategy 2019-2023**

**Service Area: Housing Needs and Strategy**

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

The aim of the Homelessness and Rough Sleeping Strategy is to find innovative and practical ways to resolve and prevent homelessness, including rough sleeping, through the provision of accessible services to members of the borough's community who need assistance.

We have identified three key priorities for this strategy based on our current work, subject to consultation with our partners.

1. Preventing homelessness through effective partnership working.
2. Focusing prevention and support for those most at risk of homelessness. The support will extend to the health and wellbeing of individuals, in addition to a place to live.
3. Work towards eliminating rough sleeping.

### 2. Resident Profile

Who is going to be impacted by this change i.e. residents/service users/tenants? Please complete data for your service users. If your data does not fit into the categories in this table, please copy and paste your own table in the space below. Please refer to **section 3.3** of the guidance for more information.

The data for homeless applicants in the most recent financial year for which we have data, 2017/18, has been used as the indicative service user profile.

		<b>Borough profile</b>	<b>Service User profile</b>
		<b>Total: 206,285</b>	<b>Total: 467</b>
<b>Gender</b>	<b>Female</b>	<b>51%</b>	<b>60%</b>
	<b>Male</b>	<b>49%</b>	<b>40%</b>
<b>Age</b>	<b>Under 16</b>	<b>32,825 (16%)</b>	<b>0%</b>
	<b>16-24</b>	<b>29,418 (14%)</b>	<b>17%</b>
	<b>25-44</b>	<b>87,177 (42%)</b>	<b>57%</b>
	<b>45-64</b>	<b>38,669 (19%)</b>	<b>23%</b>
	<b>65+</b>	<b>18,036 (9%)</b>	<b>4%</b>
<b>Disability</b>	<b>Disabled</b>	<b>16%</b>	<b>39%</b>
	<b>Non-disabled</b>	<b>84%</b>	<b>61%</b>
<b>Sexual orientation</b>	<b>LGBT</b>	<b>No data</b>	<b>12%</b>
	<b>Heterosexual/straight</b>	<b>No data</b>	<b>88%</b>
<b>Race</b>	<b>BME</b>	<b>32%</b>	<b>57%</b>
	<b>White</b>	<b>68%</b>	<b>43%</b>
<b>Religion or belief</b>	<b>Christian</b>	<b>40%</b>	<b>7%</b>
	<b>Muslim</b>	<b>10%</b>	<b>4%</b>
	<b>Other</b>	<b>4.5%</b>	<b>1%</b>
	<b>No religion</b>	<b>30%</b>	<b>4%</b>
	<b>Religion not stated</b>	<b>17%</b>	<b>84%</b>

### 3. Equality impacts

With reference to the [guidance](#), please describe what are the equality and socio-economic impacts for residents and what are the opportunities to challenge prejudice or promote understanding?

The proposed strategy will benefit those who are vulnerable to homelessness and/or those who are currently homeless. This will be achieved by providing clear, strategic direction and specific actions to prevent and relieve homelessness.

Analysis has shown that a number of protected groups are over represented in homeless applications in comparison to the borough profile:

- A higher proportion of females are making homeless applications especially those in lone parent households.
- A higher proportion of younger people (25-44) are making homeless applications.
- A higher proportion of people with disabilities are making homeless applications.
- A higher proportion of Black and Minority Ethnic groups are making homeless applications.
- A higher proportion of lesbian, gay and bisexual people are making homelessness applications.

## Gender

The borough has an almost even split by gender. However, households that made homeless applications in 2017/18 were disproportionately headed by a female (60%). Over half of all households accepted as homeless were lone parent households, and almost 90% of lone parent households were headed by a female.

The strategy will have an overall positive effect on women, who are overrepresented among homeless households, through tackling and preventing homelessness and meeting housing need. An evidence base of approaches and failed preventions will be established to better understand the issues.

In relation to domestic abuse we will become an accredited landlord for domestic abuse, which will include evaluating how the current services we provide meet the housing needs of domestic abuse victims.

## Disabilities

In the 2011 Census, 16% of Islington residents said they were disabled or had a long-term limiting illness. However, 39% of homeless applicants had a disability in 2017/18, which is broken down as follows:

Disability	Percentage
Blind/visually impaired	2%
Hearing	0%
Learning difficulty	3%
Mental health	22%
Mobility	5%
Other	6%

The strategy will have an overall positive effect on people with disabilities, who are overrepresented among homeless households, through tackling and preventing homelessness and meeting housing need.

Islington Council has been awarded funding to provide additional mental health input and support to hard to engage rough sleepers.

We will explore available data on the connection between health, including mental health, and homelessness, including rough sleeping, including the factors that increase the risk of homelessness.

## Ethnicity

Over two thirds of respondents to the 2011 Census in Islington described themselves as White. The remainder of the population, 32%, was made up of Black and Minority Ethnic groups. However, 62% of homeless applicants were of non-white background in 2017/18. The full breakdown of applicants is as follows:

Ethnic Group	2011 Census	2017/18 homeless applicants
White	68%	43%
Black	13%	33%
Asian	9%	8%
Other	3%	10%
Mixed	6%	7%

The strategy will have an overall positive effect on Black and Minority Ethnic groups, who are over represented among homeless households, through tackling and preventing homelessness and meeting housing need. In particular, the proportion of Black applicants is disproportionate to the general population in the borough, 33% compared to 13% respectively. An evidence base of approaches and failed preventions will be established to better understand the issues.

Islington Council has identified hard to reach BME groups in Islington, whose risk of homelessness may be exacerbated by not seeking early prevention. To militate against this risk, we hold monthly outreach housing advice surgeries at community centres and places of worship. The programme of surgeries will be reviewed as part of the action plan.

Islington Council supports families, adults with care needs and young people leaving care, who have no recourse to public funds (NRPF). In 2017/18, 66 households were supported by the NRPF team (42 families and 24 single adults). We will produce advice and guidance to people with NRPF, and disseminate to BME groups via the voluntary sector.

## Age

In the 2011 Census, 42% of Islington residents were aged between 25 and 44. However, 57% of applicants in 2017/18 were aged between 25 and 44. Homelessness disproportionately affects younger people. This is primarily because they are less likely to be in settled housing than older people, for example living with friends or relatives or in the private rented sector, as opposed to having secure lifetime tenancies in social housing or owning their own home.

The strategy will have an overall positive effect on younger people, who are over represented among homeless households, through tackling and preventing homelessness and meeting housing need.

We will enhance our existing mediation service to reduce homelessness caused by family and friend exclusions, and private sector tenancy terminations. We will continue to provide support by finding employment opportunities, through the council's iWork and partner organisations. We will implement recommendations from the behavioural change research to help people to downsize in order to release existing social housing which can be let to overcrowded families.

### Sexual orientation

In 2017 the Office for National Statistics estimated that 3.3% of the total population of Islington identified themselves as lesbian, gay or bisexual. However, 12% of applicants in 2017/18 identified themselves as lesbian, gay or bisexual.

The strategy will have an overall positive effect on LGBT groups, who are over represented among homeless households, through tackling and preventing homelessness and meeting housing need.

The strategy makes a commitment to enhance our existing mediation service to reduce homelessness caused by family and friend exclusion, which will prove beneficial to young people who identify as LGBT+ who, as evidence suggests, are likely to face familiar rejection, abuse or violence. Islington Council commissions a service with Stonewall totalling 17 bed spaces in supported accommodation for young people who identify as LGBT+.

### Religion or belief

Although data is recorded at the application stage, we do not have data for the vast majority of applicants, this is not a consideration in the discharge of housing need, and it is not recorded in Government statistics.

As the strategy will not be targeted as being exclusively for people of any particular religion, belief or faith, it is likely to have a neutral impact. However, our range of partners include various religious / faith groups who make a positive contribution to mitigate the impacts of homelessness and housing need. Our Temporary Accommodation Location Policy states that the council will take account of relevant need factors when assessing the suitability of location of temporary accommodation, including the cultural and religious requirements of the household.

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## 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.

There are no safeguarding risks or potential human rights breaches that may occur as a result of this strategy.

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
Enhance our existing mediation service to reduce homelessness caused by family and friend exclusions, and private sector tenancy terminations.	Housing Needs	Annual review
Continue to provide support by finding employment opportunities, through the council's iWork and partner organisations.	Housing Needs iWork	Annual review
Produce advice and guidance to people with No Recourse to Public Funds, and disseminate to BME groups via the voluntary sector.	No Recourse to Public Funds	Spring 2019
Provide additional mental health input and support to hard to engage rough sleepers.	Housing Needs	Annual Review
Review programme of housing advice outreach surgeries.	Housing Needs	Quarterly
Become an accredited landlord for Domestic Abuse, which will include evaluating how the current services we provide meet the housing needs of domestic abuse victims	Housing Strategy, Improvement and Partnerships  Homes and Communities	Spring 2019
Implement recommendations from the behavioural change research to help people to downsize in order to release existing social housing which can be let to overcrowded families.	Housing Needs	Spring 2019

Establish an evidence base of approaches and failed preventions to better understand the issues, such as ethnicity and gender.	Public Health	Annual Review
Explore available data on the connection between health, including mental health, and homelessness, including rough sleeping, including the factors that increase the risk of homelessness.	Public Health	Winter 2019

Please send the completed RIA to [equalites@islington.gov.uk](mailto: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:**

Alex Evans

Signed:

Date: 08/08/2018

**Head of Service or higher:**

Signed:



Date: 08/08/2018

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## Homelessness and Rough Sleeping Strategy 2019-2023

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### 1. Introduction

This is Islington Council's fourth homelessness strategy. It is generally accepted that there is a housing crisis in England. This crisis has been compounded by welfare reform changes and the reductions in housing benefit introduced by the Government which has increased the pressure on households' ability to manage their finances.

The Government has also introduced significant changes in homelessness law. The introduction of the Homelessness Reduction Act 2017, with the mandatory provision of earlier prevention and relief regardless of whether a person is in priority need, has been hailed as the most significant changes to homelessness legislation for 40 years. Although Islington Council has been focusing on prevention for many years, the new law stipulates further responsibilities legal requirements for all local authorities in England.

In Islington, we remain committed to securing lifetime tenancies as this provides affordability and security for residents and sustainability for communities. We are also committed to building more affordable housing at social rent levels, including new council homes, rather than 80% market rent levels which are beyond the means of many residents who approach the council for housing assistance.

To achieve these aims, we have commitments and joint working arrangements across council departments; Housing, Children's Social Care, Adult Social Services, Residential Environmental Health, and Public Health.

## 2. Executive summary

Islington has seen a consistent reduction in homelessness acceptances over the last five years to 2017/18. In 2017/18, this was coupled with 514 successful preventions. We have also maintained a relatively low level of rough sleepers in comparison to our neighbouring boroughs through positive partnership working. However, we still receive almost 500 homeless applications a year as a consequence of the economic climate.

This strategy builds on collective experience and achievements to date and sets out how we intend to maintain solid foundations to support the further development of our capacity to meet the challenges we face within available resources.

This strategy sets out:

- our review of the current situation in Islington;
- our aims, priorities and objectives;
- the national and regional context;
- what homelessness in Islington looks like;
- how we will continue to prevent homelessness.

The strategy is supported by an Action Plan that sets out what we will do, who we will work with, and by when, to deliver our aim, approach and priorities. The Action Plan will be regularly monitored, reviewed and updated to ensure delivery of the strategy.

## 3. Aim, approach and priorities

Our aim: To find innovative and practical ways to resolve and prevent homelessness, including rough sleeping, through the provision of accessible services to members of the borough's community who need assistance.

Our approach

We will maximise the housing opportunities and advice available to all housing applicants, including those threatened with homelessness, despite the challenging financial climate, regardless of priority need. Our prevention service is available face to face, by telephone, online via <https://www.islington.gov.uk/housing/finding-a-home/homelessness> and advice is available on our website so that people can self-serve. This means that a tailored service is available to customers, which assists them in having appropriate information or access to services that will help to prevent them becoming homeless.

However, there is an acknowledgement that with limited resources, we must focus prevention and support for those most at risk of homelessness, and to ensure that we meet our legal duties as a local authority. This means that the extent of the help will vary, depending on the level of need and the ability of the individual to self-help.

We aim to intervene early and rapidly to prevent homelessness because of the adverse effects it has on peoples' lives, including their health and wellbeing. We also

recognise that people with poor health and wellbeing are more likely to be threatened with, or become, homeless. In recognition of this cycle, the development of this strategy has been overseen by Islington Council's Health and Wellbeing Board.

We will focus on keeping people in their existing accommodation, wherever it is practical and appropriate to do so.

We will maintain existing and set up new referral pathways with public bodies identified in the Homelessness Reduction Act for specific client groups, for example survivors of domestic violence and those discharged from hospital, which will include suitable accommodation and support.

To prevent more people from becoming homeless in the first place, we will act in a proactive and integrated way with our statutory and voluntary sector partners to ensure our services are complementary, efficient and effective in adding value to improving people's lives.

We will aim to support residents to access and maintain stable accommodation by working closely with other statutory and non-statutory agencies to provide joined up housing, employment, skills training and education services. In pursuing this approach, we aim to increase and individuals' resilience to changes in their circumstance thereby preventing potential homelessness for those who may be struggling to manage their tenancies.

We will target limited funds to projects that meet the council's strategic objectives, provide value for money and monitor their outcomes by maximising and targeting funding through Discretionary Housing Payments (DHP), Resident Support Scheme (RSS), and the Homelessness Frontline Prevention Fund to prevent households falling into debt and becoming homeless.

It is of importance to many households threatened with homelessness to remain in the area they have been living in, for example to access employment, support services, child care, or a combination of factors, in order to maintain their lives. Therefore, we aim to limit our use of temporary accommodation overall, whilst increasing our access to good quality, affordable temporary accommodation, which is located in, or as near to, the borough as possible, so that households that wish to stay in Islington can do so.

However, given that the demand for genuinely affordable housing outstrips the supply of affordable and suitable accommodation available to us as a local authority, we will also manage the expectations of potential applicants and partner organisations so that they are provided with a realistic picture of the chances of being housed or rehoused in the borough. In many cases, housing outside of Islington will be the only affordable option, and in these cases we will support households to try to find social housing outside of Islington.

## Priorities

We have identified three key priorities for this strategy based on our current work and from consultation with our partners. These include:

1. Preventing homelessness through effective partnership working.
2. Focusing prevention and support for those most at risk of homelessness. The support will extend to the health and wellbeing of individuals, in addition to a place to live.
3. Working towards eliminating rough sleeping.

#### 4. Strategic context

##### National

Between 2009/10 and 2016/17 the number of homelessness applications and acceptances rose every year. There were 56,620 homeless acceptances in the financial year 2017/18, down 4% from 59,090 in 2016/17<sup>1</sup>, but still up by 19,000 cases from 2009/10. On 31 March 2018 the number of households in temporary accommodation stood at 79,880, up 3% from 77,220 on 31 March 2017. This represented an increase of 66% on the low of 48,010 on 31 December 2010<sup>2</sup>. People in temporary accommodation are frequently trapped for years in unstable, often overcrowded, accommodation because of a shortage of genuinely affordable homes and squeezed benefit levels.

Concurrently, the estimated number of rough sleepers in England has increased each year since 2010. The autumn 2010 estimated snapshot for a **single night** was 1,768 while the autumn 2017 total was more than two and a half times as high, at 4,751. The number of rough sleepers increased by 15% between 2016 and 2017<sup>3</sup>. This has been recognised by Government who have committed to halving rough sleeping by 2022 and eliminating it altogether by 2027.

The rise in homelessness has been attributed to the long-term failure of successive Governments to ensure a sufficient supply of affordable housing. Other significant factors include;

- the increase in homelessness arising from the termination of assured shorthold tenancies in the private rented sector;
- the decrease in social housing as a proportion of all housing;
- Housing Benefit restrictions introduced since 2010 which, it is argued, have made it difficult for claimants to secure housing at rents which Housing Benefit will cover<sup>4</sup>.

To comply with existing homelessness laws, local authorities are being forced to place more people in temporary accommodation, which is estimated to have cost

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<sup>1</sup> <https://www.gov.uk/government/collections/homelessness-statistics>

<sup>2</sup>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/721285/Statutory\\_Homelessness\\_and\\_Prevention\\_and\\_Relief\\_Statistical\\_Release\\_Jan\\_to\\_Mar\\_2018\\_-\\_REVISED.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721285/Statutory_Homelessness_and_Prevention_and_Relief_Statistical_Release_Jan_to_Mar_2018_-_REVISED.pdf)

<sup>3</sup> <https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2017>

<sup>4</sup> <http://researchbriefings.files.parliament.uk/documents/CBP-7736/CBP-7736.pdf> p4

local authorities in England and Wales £2.6 billion in three years<sup>5</sup>. Shelter, the housing and homelessness charity, argue that in order to truly prevent homelessness, councils have to be able to find housing that low-income families are truly able to afford. In the long-term, building more genuinely affordable homes will help address this problem.

A significant change in homelessness legislation, The Homelessness Reduction Act, was introduced in England in April 2018. This has introduced a statutory requirement on councils to place greater emphasis on a universal prevention offer, and reduce the focus on priority need. The Government has predicted that nationally there will be an increase in caseloads for local authorities of approximately 26% each year, but that in the longer term, homelessness acceptances will fall by 30% by the end of the third year. It is expected that the new legislation will result in more households being eligible for assistance from local authorities, and in some cases they will be housed in expensive temporary accommodation in the private rented sector. The Government acknowledge that the additional duties require additional resources and have agreed to provide £72.7m nationally over three years. However, London Councils have estimated £77m will be needed each year for London alone.

The four year 1% rent reduction of social rents until 2020 has meant that local authorities have had less income than they previously expected, which has meant that it has been even more difficult for local authorities to build affordable new homes.

The Housing and Planning Act 2016 introduced new policies that could further reduce the availability of secure and affordable properties. These policies have yet to be enacted, but we will monitor and assess them should they be introduced, and this will inform future strategic direction.

In addition, through Welfare Reform, from November 2016 the total annual benefit cap was reduced to £20,000 (or £13,400 for single adults), and there are lower rates of housing benefit available for those under 35 years. In London the benefit cap was reduced to £23,000 (or £15,400 for single adults). Combined with freezes in Local Housing Allowance rates, this has meant that there are fewer existing homes available to provide settled or temporary accommodation for households in receipt of housing benefits. Our expectation is that welfare reform, including the roll-out of Universal Credit, will increase homelessness by limiting the ability of local authorities to access accommodation in the private rented sector, which is a key prevention measure. This is because capped households will be unable to pay their rental shortfall. At the same time, rents are predicted to continue to rise, meaning that the availability of genuinely affordable housing in the private rented sector will decrease<sup>6</sup>.

Although temporary accommodation is more readily available at the Local Housing Allowance rates outside of Islington, as a result of the *Nzolameso v City of Westminster* judgment, local authorities have to demonstrate that they have tried to

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<sup>5</sup> <https://www.local.gov.uk/about/news/housing-shortage-forces-councils-spend-ps2-million-day-temporary-accommodation>

<sup>6</sup> <http://www.rics.org/uk/news/news-insight/press-releases/rising-rents-and-benefits-cuts-pushing-vulnerable-tenants-out-of-private-housing-market/>

find suitable temporary accommodation in borough. Other housing case law, such as *Haile v London Borough of Waltham Forest*, and *Hotak v London Borough of Southwark*, has reduced local authorities' ability not to accept applicants as homeless. This could pose further challenges on our ability to delivery our statutory duties to those becoming homeless.

Between March 2016 and March 2017 and prior to the reduction in tax relief available to Buy to Let landlords (April 2017), private rented stock decreased by 46,000<sup>7</sup>. It was anticipated the reduction in tax relief would lead to

- an increase in landlords selling their properties or letting them as holiday lets rather than as long term tenancies;
- a further reduction in the availability of properties for rent in the private sector;
- an increase in average rents.

The United Kingdom voted to leave the European Union in 2016, and 'Brexit' is scheduled for March 2019. Though details of 'Brexit' are yet to be concluded, they are likely to be wide ranging. In the context of housing, 'Brexit' may impact upon the state of the economy, the construction industry, and the assistance available to European Union nationals and their families who live in the UK.

## Regional

There were 15,500 homeless acceptances in London in 2017/18, down by 14% from 18,070 in 2016/17. These acceptances represented 27% of the England total. There were 54,540 households who had been placed in temporary accommodation by London local authorities. This equated to 68% of the total number of households in temporary accommodation in England. Of these, 19,670, 36%, were out of borough placements<sup>8</sup>.

The Mayor's London Housing Strategy<sup>9</sup> sets out his vision for housing, and his policies and proposals to make it happen. He wants every Londoner to have access to a good quality home that meets their needs and at a price they can afford. One of the five priorities of the strategy is tackling homelessness and helping rough sleepers.

The number of rough sleepers has increased in London for each of the last five years. In 2012/13 there were 6,437 rough sleepers, in 2017/18 there were 7,484 rough sleepers<sup>10</sup> representing an increase of 16%.

To address the increase in rough sleepers, the Mayor of London launched a No Nights Sleeping Rough taskforce with prevention central to its approach. The

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/710382/Dwelling\\_Stock\\_Estimates\\_2017\\_England.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/710382/Dwelling_Stock_Estimates_2017_England.pdf)

<sup>8</sup> <https://www.gov.uk/government/collections/homelessness-statistics>

[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/721285/Statutory\\_Homelessness\\_and\\_Prevention\\_and\\_Relief\\_Statistical\\_Release\\_Jan\\_to\\_Mar\\_2018\\_-\\_REVISED.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721285/Statutory_Homelessness_and_Prevention_and_Relief_Statistical_Release_Jan_to_Mar_2018_-_REVISED.pdf)

<sup>9</sup> [https://www.london.gov.uk/sites/default/files/2018\\_lhs\\_london\\_housing\\_strategy.pdf](https://www.london.gov.uk/sites/default/files/2018_lhs_london_housing_strategy.pdf)

<sup>10</sup> <https://data.london.gov.uk/dataset/chain-reports>

taskforce is a partnership between City Hall, central Government, London's boroughs, homelessness charities and other agencies to tackle rough sleeping in the capital, in order to

- identify interventions that will contribute to tackling rough sleeping in the capital, building on and supporting existing work to do so
- where possible, implement the interventions identified, or
- where necessary, lobby for the interventions identified, and
- monitor the effectiveness of interventions in tackling rough sleeping.

Interventions supported and/or implemented by the taskforce will, broadly, focus on preventing people from rough sleeping and on preventing those who have ended up on the streets from becoming (more) entrenched there.

### Local

Islington Council's vision and objectives are as follows:

Our vision:

We're determined to make Islington fairer. To create a place where everyone, whatever their background, has the opportunity to reach their potential and enjoy a good quality of life.

Our key corporate objectives for 2018 to 2022 are:

- **Homes** – Delivering decent and genuinely affordable homes for all
- **Jobs and money** – Delivering an inclusive economy, supporting people into work and helping them with the cost of living
- **Safety** – Creating a safe and cohesive borough for all
- **Children and young people** – Making Islington the best place for all young people to grow up
- **Place and environment** – Making Islington a welcoming and attractive borough and creating a healthier environment for all
- **Health and independence** – Ensuring our residents can lead healthy and independent lives
- **Well-run council** – Continuing to be a well-run council and making a difference despite reduced resources

In addition to the national context outlined above, homelessness should be viewed in the context of government cuts to local authorities. The national government has cut our funding in half since 2010 forcing us to make some tough choices about the services we support.

In 2017/18, a total of 2,504 households came to Islington Council's Housing Aid Team seeking advice on housing. This resulted in 467 homeless applications. Of these, 225 were ultimately accepted as homeless.

Detailed data setting out the trends and direction of travel of homelessness in Islington are set out in Appendix 1.

We have a number of existing strategies and policies that relate to homelessness, in addition to this strategy noted below. The council has also worked with the Islington Homeless Forum and other partners to raise awareness of the changes and to seek feedback on the areas we need to focus on locally.

### **LBI Allocations Policy**

We allocate points for council housing based on current circumstances, which includes being threatened with homelessness. However, only those with a high amount of points can bid for council housing. In 2017/18 we let 1,017 council/registered social landlord properties, which equates to only around 7% of the households on the housing register. In the last five years, there has been a 36% reduction in the number of council/registered social landlord properties that have been let.

Our allocations policy is also used to help alleviate hidden homelessness, and reduce the usage of temporary accommodation.

As of April 2018, there are approximately 14,000 applications from households on Islington housing register ("waiting list") in Islington.

This number has reduced from about 18,000 applications in 2017 because our rolling review of the housing register has removed approximately 4,000 applications from the register.

The reasons for the reduction include:

- people having moved away;
- no longer wanting to be on the list;
- or having passed away.

### **LBI Housing Strategy 2019-2024**

We will prevent homelessness and support rough sleepers. We are committed to building 1,900 genuinely affordable homes between 2018 and 2022, including at least 681 new council homes.

### **LBI Temporary Accommodation Location Policy**

We will, wherever possible, offer accommodation within the borough. If this is not possible, the council will offer accommodation as near as possible to the borough. We will take account of relevant need factors when assessing the suitability of location of temporary accommodation.

## **LBI Joint Health and Wellbeing Strategy (JHWS)**

The link between poor housing conditions and poor health is addressed in the JHWS. Poor housing is a key determinant of health of children, young people and adults. The Public Health and Housing teams in Islington Council will continue working closely together on approaches to tackle this. The JHWS has an explicit commitment to ensuring health is a key feature of all housing strategies going forward.

### **Supported Accommodation Review**

Some homeless households have support needs in addition to their accommodation needs, such as poor physical health, mental health problems, learning disabilities, and substance misuse. The review recommended an increase in capacity for supported accommodation as indicated by demand analysis for those with complex needs. This included commissioning a Housing First model to support the small cohort of people with multiple complex needs who find it difficult to engage with support.

### **5 Cross-boundary cooperation**

We are committed to working with neighbouring boroughs to compare and review current housing need and homelessness practises, and identify opportunities for coordination and efficiencies wherever beneficial.

Our commitment to such practises is demonstrated through consistent participation at sub regional meetings, coordinated by the North London Housing Partnership, a strategic umbrella organisation that brings together housing and homelessness managers working within the following six North London local authorities; Islington, Barnet, Camden, Enfield, Haringey, and Westminster.

Sub regional boards that we attend are as follows:

- *Housing Needs Group*: monthly meetings whereby Homelessness Prevention and Housing Needs service heads and managers meet to share best practise, review services and discuss opportunities for coordination around homelessness and housing needs issues
- *Joint Rough Sleeper Leads Group*: quarterly meetings whereby the borough Rough Sleeper Commissioning leads, Community Safety and voluntary agency stakeholders (i.e. commissioned outreach team managers) meet to share knowledge, learning and best practise on rough sleeping matters, identify areas for coordination and joint working, and oversee sub regional rough sleeping projects
- *Supply and Policy Group* – quarterly meetings for Temporary Accommodation and Housing Policy managers to discuss and coordinate work plans.
- *Directors Board* – a quarterly meeting for Housing Directors from each borough to provide a strategic steer and oversight for sub regional working

Whilst each of the groupings identified above have their own action plans, the overarching aims and objectives within the terms of reference for each of these groups are as follows:

- To improve services through sharing knowledge and best practise across the sub region
- Create better services and efficiencies through joint working wherever possible
- Identify gaps in service provision across the sub region and work to ensure these are addressed
- Bid for funding opportunities to provide additional assistance for boroughs wherever possible
- Provide a governance structure to monitor sub-regional projects and ensure they are delivered effectively and within timescale and budget
- Develop a greater understanding of housing demand, needs and conditions across North and pan-London, and an understanding of how this impacts on wider strategic issues affecting Local Authorities

Examples of some of the work that has been delivered via sub regional working between the six boroughs are as follows:

#### Homelessness prevention trailblazer programme

The North London Housing Partnership was one of 28 projects nationally to be awarded funds as part of the Ministry of Homes Communities and Local Government (MHCLG) homelessness prevention trailblazer programme. The Early Homelessness Prevention Service launched in September 2017 and is due to end in March 2019. A team of Early Intervention Navigators have developed relationships with key agencies within the community, delivering homelessness prevention training and assisting agency professionals to identify people at risk of homelessness. They act as a single point of contact via referral pathways and carry out initial assessments within community based outreach surgeries.

In Islington, the trailblazer has focussed on preventing homelessness for those at risk as a result of Domestic Violence and Abuse by providing regular advice surgeries in Islington commissioned refuges and local women's advice agencies. Work has also been undertaken to engage private landlords and agents in the borough to identify and refer their tenants who may be at an early risk of losing their home so that appropriate interventions can take place before the household reaches crisis point.

Learning from the project includes:

- The benefit of outreach surgeries in women's refuges and referral pathways for the wider women's sector to ensure survivors of domestic abuse get appropriate upstream advice of their housing options.
- We have learnt that investing time and resources in upskilling partner agencies and public bodies in the prevention of homelessness by identifying and referring households at an early risk is beneficial.
- Engaging with households at risk of homelessness at the earliest opportunity is cost effective as it allows the council to intervene and resolve problems before they escalate e.g. correcting Universal Credit problems before significant rent arrears have been accrued.

### Making Best use of Housing Stock

The NLHP have created, coordinated and monitored policies and agreements where sub regional discussions have informed a requirement for these. Examples of these include:

- The North London Domestic Violence Reciprocal (now assimilated within the Pan-London Housing Reciprocal run by Safer London)
- The North London Care Leavers Reciprocal
- The Four-borough Supported Accommodation Reciprocal
- The Nightly Paid Agreement - sub regional rates and review steering groups coordinated

### Sub-regional Single Homeless Projects

The six boroughs making up the sub region have a strong track record in successfully applying for funding to deliver front line services for the six north London boroughs where service gaps have been identified. Since 2011, it has successfully applied for and received funding for ten homelessness projects, providing valuable services to assist and prevent single homelessness. As a result of these projects, over 1,000 people have been rehoused since 2012:

### Lobbying central Government

The North London sub regional groups continue to provide a strong lobbying voice to help inform government thinking on a wide range of topics, via responses to government consultations, calls for evidence and commissioned pieces of work to present evidence behind lobbying stances.

Examples of these include:

- Homelessness Inquiry consultation
- Homelessness Reduction Bill call for evidence
- MHCLG Call for evidence of move-on services
- Temporary Accommodation Management Fee analysis

- Analysis of additional costs of the proposed Homelessness Reduction Bill to local authorities
- The draft Code of Guidance consultation

## 6. Consultation with partners, stakeholders and customers

Homeless people often experience very poor health outcomes, both physical and mental, have highly complex health needs, and often face barriers to accessing health services which leads to their health deteriorating. Up to 80% of homeless people have mental health problems and the average age of death of those who die on the streets or while resident in homeless accommodation is just 47. There is a real lack of health services for homeless people, particularly those specialising in mental health or addiction problems. Homeless people are 13 times more likely to be a victim of violence, much of it perpetrated by the general public.

In addition, the Unhealthy State of Homelessness report, Homelink found that homeless people are heavy users of health services. A&E visits and hospital admissions per homeless person are four times higher than for the general public<sup>11</sup>, because the once treatable condition has become complex, chronic or life-threatening.

In recognition of the challenges and barriers faced by homeless people, Islington Council's Health and Wellbeing Board has overseen the development of this strategy.

The Islington Homeless Forum and front line staff in the Housing Needs Team have been consulted about the aims, priorities and objectives of this strategy. Further to this consultation we have included rough sleeping and the private rented sector in this version of our Homelessness and Rough Sleeping Strategy.

## 7. Rough sleeping

The number of people seen sleeping rough in Islington increased between 2012/13 and 2017/18. This is consistent with the situation in North London (Barnet, Enfield, Haringey, Islington, Camden and Westminster) and London as a whole, where there has been a larger increase over the five year period, albeit with a decrease from the 2016/17 peak<sup>12</sup>.

	2013/14	2014/15	2015/16	2016/17	2017/18	% Change from 13/14 - 17/18
Islington	163	135	158	178	176	8%

<sup>11</sup> <http://www.homeless.org.uk/sites/default/files/site-attachments/The%20unhealthy%20state%20of%20homelessness%20FINAL.pdf>

<sup>12</sup> <https://data.london.gov.uk/dataset/chain-reports>

North London total	3,195	3,667	4,015	4,005	3,499	10%
London total	6,508	7,581	8,096	8,108	7,484	15%

Despite the prevention and relief duties introduced in the Homelessness Reduction Act 2017, non-priority singles remain at particular risk of homelessness due to the limited options available to them that they can afford.

### Rough sleeper initiatives

The government has committed to halving rough sleeping by 2022 and eliminating it altogether by 2027. As a local authority with high numbers of people sleeping rough, we have been provided with MHCLG funding to develop tailored local interventions to reduce the number of people sleeping on the streets, as follows:

- Further develop the Housing First scheme to house rough sleepers or former rough sleepers who need intensive tenancy support to ensure a successful transition to independent living;
- create a street population co-ordinator role, responsible for co-ordinating partnership work to tackle the street population issues in Islington and to develop solutions and interventions to tackle street population groups- including supporting those with accommodation engaged in street begging and entrenched rough sleepers through the use of problem-solving, collaborative working with partners and the community, for example within the Stroud Green Rd and Finsbury Park area;
- extend our existing emergency accommodation offer to rough sleepers;
- increase our 'Move on' support for clients in supported accommodation to create capacity in our accommodation in order to house more rough sleepers;
- provide additional outreach provision via a Complex Needs Worker who will work with the entrenched living on the streets cohort;
- provide additional mental health input and support to hard to engage rough sleepers by conducting street based mental health assessments through EASL;
- provide additional support to No Recourse to Public Funds rough sleepers (see page 20 for more details).

### North London Housing Partnership (NLHP)

Islington is a member of the North London Housing Partnership (NLHP). As part of the NLHP, Islington utilises the following services in relation to rough sleeping:

	<b>Access to PRS/'Two-step' scheme</b>	<b>St Pauls Staging Post</b>	<b>Early Homelessness Prevention</b>
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			<b>Trailblazer Project</b>
<b>Target client group</b>  Must have a local connection to an NLHP borough:	<b>Low support needs single homeless at risk of homelessness</b>  Must be able to maintain a tenancy within the private rented sector.	<b>Low support needs single street homeless/unsuitably housed urgently and requiring accommodation</b>  Must be deemed to be able to live within interim shared accommodation and maintain a tenancy within the PRS.	<b>Non priority single homeless clients at risk/ threatened with homelessness 56 days plus</b>
<b>Organisation</b>	Hope Worldwide	Hope Worldwide	NLHP
<b>Sub regional target</b>	135 clients per year/  22 per NLHP borough	168 clients per year/  18 per NLHP borough	650 preventions per year

The NLHP has a Rough Sleeper Action plan, see Appendix 2, page 32.

## 8. The private rented sector

Private sector housing in Islington now makes up 62% of all homes in the borough, with 31% of all homes being privately rented<sup>13</sup>. The sector performs a vital role in meeting housing need, and supports the Islington and central London economy, as people often chose to work near to where they live.

The private rented sector (PRS) can be seen as both a source of homelessness, but also as a potential resolution. This can be evidenced consistently as one in four homelessness acceptances in Islington are of households that have become homeless because of the loss of private rented sector accommodation.

The main challenge of providing access to the sector is financial; the average rent for a two bedroom property in the PRS in Islington increased by 20% between 2011 and 2017, whereas in the same period the wages in Islington increased by 4.8%<sup>14</sup>.

This has been compounded by Local Housing Allowance (LHA) rates which were previously supposed to equate to the 30<sup>th</sup> percentile of the market. However, in

<sup>13</sup> <https://data.london.gov.uk/dataset/housing-tenure-borough>

<sup>14</sup> <https://www.gmlondon.org.uk/news/rising-rent-in-london>

reality they are closer to the 10<sup>th</sup> percentile<sup>15</sup>. Contextually, in 2017/18, the average rent for a two-bedroom property in Islington was £460/week, whereas the LHA rate for Inner North London was £302.

Private landlords are also increasingly less inclined to lease properties to councils or let to tenants at LHA rates as they have access to alternative tenants willing to pay higher rents<sup>16</sup>. This often results in landlords terminating tenancies of tenants in receipt of Housing Benefits, which results in those households being threatened with homelessness. Moreover, single claimants under 35 are only able to claim Housing Benefit at the Shared Accommodation Rate, which in Islington is less than half the rate for the average one-bedroom property. The lower rate has meant that, nationally, two thirds of landlords are unwilling to let to single claimants under 35, as they perceive them as being difficult to manage and a financial risk.<sup>17</sup>

The disparity between typical market rents and those that fall below the LHA rate means that often properties that are affordable are substandard, for example having poor energy efficiency, damp or other hazards.

The problem of supply is likely to be exacerbated by the continued roll-out of Universal Credit, under which the Housing Benefit element is paid directly to the claimant rather than to the landlord. In addition, there is a delay of at least five weeks between an applicant becoming entitled to apply for Universal Credit and the first payment being received. Consequently, landlords are increasingly reluctant to accept benefits claimant as they perceive this as a commercial risk.

The length of tenancies in the PRS, which typically are for 12 months, despite campaigns to increase to three years, adds to the uncertainty of renting in the sector.

However, as there are insufficient numbers of homes becoming available for social rent, the PRS must be utilised, both as temporary and settled accommodation. To that end we work with landlords to:

- improve their professionalism through advice, assistance and education, through the London Landlord Accreditation Scheme;
- find suitable and affordable accommodation, rather than bed and breakfast accommodation, through lease agreements with private landlords;
- invest in energy efficiency and renewable technologies, to support vulnerable households facing fuel poverty in conjunction with the council's SHINE network.
- offer a professional, secure and cost effective housing lettings service through Islington Lettings, a lettings service run by the Council.

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<sup>15</sup> [http://www.cih.org/news-article/display/vpathDCR/templatedata/cih/news-article/data/Help\\_with\\_housing\\_costs\\_isnt\\_aligning\\_with\\_rent\\_for\\_private\\_tenants\\_says\\_CIH](http://www.cih.org/news-article/display/vpathDCR/templatedata/cih/news-article/data/Help_with_housing_costs_isnt_aligning_with_rent_for_private_tenants_says_CIH)

<sup>16</sup> DCLG, Homelessness Roundtable, 4 December 2012

<sup>17</sup> <https://research.rla.org.uk/wp-content/uploads/SHU-Access-to-homes-for-under35s.pdf>

The joint work with landlords noted above runs alongside activities conducted by the council's Residential Environmental Health team to raise standards of accommodation through licensing and other enforcement methods. Notably, the Housing and Planning Act 2016 gave local authorities new and increased powers to combat rogue landlords, such as Rent Repayment Orders, Banning Orders and Civil Penalties. Local Authorities can retain the income raised, to reinvest in the service.

## **9. Partnership in action**

Islington Council has a range of partners with whom it works to achieve its objectives of preventing and tackling homelessness, through sharing best practice and learning. We support partnerships with the voluntary sector to address support, education, employment and training needs. Some of these key partners that are noted below:

*No Second Night Out* - aims to ensure there is a rapid response to new rough sleepers, and that they are provided an offer that means they do not have to sleep out for a second night.

*Street Link* - a website that enables the public to alert local authorities about people sleeping rough in their area, which is and is run in partnership between Homeless Link and St Mungo's, a homelessness charity.

*Islington Homeless Forum* - this brings together the key statutory and voluntary agencies, to share best practice and help tackle homelessness on a strategic basis. The Forum meets at least three times a year.

*Private Sector Landlords Forum* - this brings together landlords in the borough to discuss and find out more about key issues. Details of the Landlords Forum can be found on the council's website at:

<https://www.islington.gov.uk/housing/landlords/landlords-forum>

*Islington Housing Group* - this brings together key registered providers of social housing in Islington to consider a wide range of strategic and operational housing issues including development of new homes and meeting housing needs.

*Homefinder UK* - a national housing scheme that helps households who want or need to move, to find a home that better matches their household size and personal and financial circumstances. This includes properties for social rent outside of London, where typically the rent will be lower than in Islington.

## **10. Key vulnerable groups**

We have developed Housing Pathways for each customer group, by understanding the underlying factors that cause homelessness within particular vulnerable groups in the wider community. We work together with partners to prevent homelessness and improve the opportunities for those who are socially excluded, by linking up with services and programmes that could improve their economic and health and social outcomes.

The importance of partnership working here cannot be underestimated. There are a variety of different sized voluntary sector agencies in Islington. Some are large and structured, whilst others are sometimes informal and go “under the radar”. We will continue to work with these agencies and support them where we are able and it is appropriate to do so.

In many cases, the accommodation utilised to prevent homelessness will be Supported Accommodation. Supported Accommodation is “any housing scheme where housing, support and sometimes care services are provided to help people to live as independently as possible”<sup>18</sup>. It is an umbrella term applied to a wide range of accommodation, including homeless hostels, domestic abuse refuges and sheltered or extra care housing for older people. It also covers accommodation for people with learning disabilities, physical disabilities and mental health problems and accommodation for people with an offending history.

Supported accommodation promotes social inclusion, plays a critical role in preventing ill health or the escalation of someone’s support needs and empowers individuals to achieve their potential. It improves people’s health and independence and helps ease the pressure on other services, such as the NHS, social care and the criminal justice system. It supports people to maintain contact with other services and engage with education, employment and training. Supported accommodation services play a key role in helping people to stay well and preventing them from attending A&E or being admitted to hospital.

We also provide Floating Support, which provides support for people living in general needs housing across all tenure types with daily living skills needed to live independently, manage their tenancies and support to access benefits and health services.

The schemes listed below are separated by their primary customer group, but typically schemes work with complex need across the vulnerability groups. In addition to the schemes and number of bed spaces listed below we also have access to a further 233 bed spaces split across substance misuse and single homeless pathways.

#### 1. Support for families, children and young people

Islington Council will work with its partners to challenge perceptions around homelessness especially for young people.

Linked to this, is the ability to undertake work that will tackle the main causes of homelessness and promote other options that help prevent homelessness. The main reason for the most recorded incidences of homelessness for 2013/14 to 2017/18 was because parents, family or friends were no longer willing to accommodate.

Our early help services reach out to families at risk of homelessness. A high proportion of families contact the services themselves and referrals also come from housing staff or other services.

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<sup>18</sup> <https://www.homeless.org.uk/supported-housing-alliance>

- Bright Start provides a universal offer of support to families with children aged 0-5 years and targeting support at those who are most vulnerable.
- Families First provide a service to families with children aged 5-19 years with multiple needs from our most vulnerable groups (such as low income, minority ethnic communities, single parents, sick/disabled parents). Support is offered with parenting, behaviour management, help to sort out practical challenges like debt, rent arrears, or housing problems and pathways to employment.
- Islington Families Intensive Team (IFIT) provide intensive support to families who have had lower level early help with little impact. Families eligible for the service have multiple and complex needs. Problems facing families could be around education (such as non-school attendance), anti-social behaviour (where families' tenancies are at risk) or where there is a risk of family breakdown.
- We work with the Community Safety Partnership and others to provide young people who wish to escape gangs with a safe passage into housing.

## 2. Domestic abuse

Violent breakdown of relationship or other forms of abuse or harassment has been the third highest reason main reason for homelessness in each of the last five years, accounting for in roughly one in seven cases.

Our Violence against Women and Girls (VAWG) Strategy 2017-2021<sup>19</sup> sets out our partnership approach and redoubles our commitment to intervene as early as possible to support survivors, children and their families to stay safe, report crimes and rebuild their lives. The strategy includes actions specific to housing:

- evaluate and review the current housing options in the light of the huge decline in the availability of affordable housing the council faces;
- develop clear housing pathways and offer earlier support to identify realistic housing options; ensure the sanctuary scheme is one element of a package offering support and protection to clients experiencing domestic violence and abuse, who wish to remain in their homes;
- provide information around Reciprocal arrangements and action against perpetrators where tenancies are in their name;
- scope and review policies to see where VAWG cases can be picked up under the current legislation to support clients.

In addition to our VAWG strategy, Islington Council's Housing Department is seeking to obtain the Domestic Abuse Housing Alliance's (DAHA) accreditation for our domestic abuse services. By undertaking accreditation, we are sharing the Domestic Abuse Housing Alliance (DAHA) and the Government's mission to improve the housing sector's response to domestic abuse. DAHA Accreditation is the first step in delivering a consistent set of standards across housing providers in the UK.

## 3. Tackling BME homelessness

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<sup>19</sup> <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/adultcareservices/information/guidance/20162017/20170206vawgstrategy20172021.pdf>

We have identified hard to reach BME groups in Islington, whose risk of homelessness may be exacerbated by not seeking early prevention advice and assistance. To mitigate against this risk, we hold monthly outreach housing advice surgeries at community centres and places of worship. For example, we currently provide homelessness general housing advice, to Bangladeshi, Chinese, and Eritrean community groups, and attend the Muslim Welfare House.

Alongside the practical support provided to BME groups, Public Health will undertake to establish an evidence base of approaches, failed preventions and explore the significant factors that lead to homelessness approaches to the council.

#### 4. Mental health

Mental health is the third highest reason for a priority need acceptance. We have an established pathway for mental health discharges from hospital, which is outlined below. We need to better understand the underlying causes, as this information could enable effective measures to be developed to help with homelessness prevention and provide appropriate support for those with mental health problems who do experience or are threatened with homelessness.

#### 5 Care leavers

Islington Council has a joint working protocol in place between Housing Needs, Homes and Communities and Independent Futures (our leaving care service) to ensure that all teams are aware of care leavers and any additional support can be put in place in order to prevent problems such as rent arrears or anti-social behaviour arising in the first place. If a care leaver is still on the journey towards independence, we are able to assist by referring them to supported accommodation in the borough. Islington has 85 young people specific bed spaces in the borough. These are provided by One Housing, SHP and Family Mosaic, this includes an assessment centre of 12 bed spaces.

If a care leaver is over 18 and has additional support needs around mental health, substance misuse or offending behaviour we are also able to assist with supported accommodation across these pathways. We have three emergency bed spaces in the borough for young people who need to be placed temporarily pending a further assessment with social services.

Under the Southwark judgement Islington Council's Housing Needs team provides housing advice for any 16-17 year olds presenting as homeless. Our work here is in conjunction with the Children Services Contact Team and liaising with parents or carers. Islington Council also commissions a service with Stonewall totalling 17 bed spaces for young people who identify as LGBT+.

#### 6 People leaving hospital

Mental health

The Supported Accommodation team works closely with St Pancras Hospital and Highgate Mental Health Centre to ensure that any inpatients that are homeless are assisted with accommodation. The partnership works with care coordinators and rehab and recovery teams within Camden and Islington NHS Trust to place suitable applicants into supported accommodation. Islington has 226 mental health specific bed spaces in the borough. We work closely with the homeless casework team to identify suitable voids for those people that are also in temporary accommodation with a mental health diagnosis. Any residents that are placed in temporary accommodation will be referred to floating support for additional support whilst in temporary accommodation.

## Physical health

Islington Council funds SHP, a local charity which supports homeless and vulnerable people in London, to provide a hospital discharge service to Whittington Hospital and University College Hospital. This allows for early identification of any patients with an Islington connection that are homeless. Once identified we are able to assist either with housing advice and referrals to appropriate services, the homeless route or placing them into supported accommodation. In cases where the applicant requires adapted accommodation, the housing service works closely with social services departments in order to get occupational health assessments advising on the type of accommodation required.

## 7 Former members of the regular armed forces

Islington Council continues to have very few approaches from members of the armed forces in absolute terms and relative to national average. However, any approach from the former members would be assessed and supported on an individual basis. Disabled veterans are also assisted through the housing register allocation scheme. The supported accommodation units that the borough funds that can be accessed by anyone with support needs and could include a former member of the armed forces.

## 8 Persons released from prison or youth detention accommodation

Islington Council works closely with the London Community Rehabilitation Company, Youth Offending Services, Targeted Gangs Team and the National Probation Service to advise on housing options for those residents leaving prison or with offending histories. We provide telephone housing advice to prisons across the country for prisoners with a local connection to Islington Council, and run a housing advice surgery at the local probation office.

We have 84 offender specific bed spaces in the borough. The council is an active participant at Multi-Agency Public Protection Arrangements (MAPPA) meetings and Bronze Group meetings, as well as Domestic Violence Multi Agency Risk Assessment Conference meetings and the integrated offender management (IOM). The IOM brings a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies, including housing working together to prevent offending and homelessness.

## 9 People from outside of the UK without settled status

Islington Council supports families, adults with care needs and young people leaving care, who have no recourse to public funds (NRPF). When their immigration status changes so that they become eligible, the support provided by social services or the NRPF team will end and the household will be referred to the Homelessness Prevention Team if they are resident in Islington or are accommodated elsewhere but have a local connection here.

In 2017/18, 66 households were supported by the NRPF team that is within the Housing Needs service. Though the numbers are relatively small, the transition needs to be smooth in order to safeguard the welfare of any children and to avoid disruption any care being provided to single adults.

The Housing Triage Team may be approached by other people who are ineligible for homelessness assistance, including some European Economic Area (EEA) nationals, people without any current immigration permission and people who have leave to remain with the NRPF condition. Whilst the prevention duty does not apply to people who are ineligible. However, the Code of Guidance requires local authorities to provide advice and information to everybody in their local area and to refer such applicants to appropriate support which they may be entitled to where relevant.

Islington Council's NRPF Team works in conjunction with adult and children's social services to ensure it delivers on its statutory duties to alleviate destitution for vulnerable adults and children. The Council also hosts the NRPF Network, an organisation that works nationally to support local authority best practice in this field and to identify and address local authority expenditure as a result of the NRPF condition.

The existence of the NRPF 'safety net' as an alternative welfare state provision to protect excluded groups and the resultant impact on service delivery and spend is widely recognised and is one of the Council's key corporate objectives for 2018-2022.

## 11 Temporary accommodation

Local housing authorities in England have a duty to secure accommodation for unintentionally homeless households in priority need under Part 7 of the Housing Act 1996 (as amended). Households might be placed in temporary accommodation pending the completion of inquiries into an application, or they might spend time waiting in temporary accommodation after an application is accepted until suitable secure accommodation becomes available.

Our Temporary Accommodation Location Policy states that the council will take account of relevant need factors when assessing the suitability of location of temporary accommodation, including

- Affordability
- Location

- Children’s education
- Child care and other caring responsibilities
- Employment
- Health and support needs
- Cultural and religious requirements
- Children’s needs
- Risk
- Special circumstances

At the end of 2017/18 there were 743 households in temporary accommodation, down from 806 households at the end of 2016/17. The decrease in Islington of 14% is in stark comparison with the increase of 3% for England as a whole <sup>20</sup>. This is a reflection of the successful approach we have taken to reducing the number of households in temporary accommodation.

The direct cost to Islington Council of providing homeless households with temporary accommodation for 2017/18 was £1.1m, which was a reduction of almost a third from the 2016/17 expenditure of £1.6m. However, it should be noted that the Council received a flexible homelessness support grant of £2m for 2016/17, and grant is not guaranteed beyond 2019/20.

The Government anticipates that the Homelessness Reduction Act will result in acceptances falling nationally by 30% by the end of year 3. If a reduction in acceptances is achieved in Islington, then it is likely that the number of households in temporary accommodation will fall accordingly. However, the Act also gives local authorities increased duties to help and support homeless applicants, which may increase the number of households in temporary accommodation.

## 12 Resources

The funding streams the council use to support delivery of the strategy include:

### Homelessness Reduction Act New Burdens Funding

The Homelessness Reduction Act 2017 places new and additional legal obligations on local authorities to prevent and relieve homelessness. Funding has been agreed as follows:

Year	Amount
2017/18	£389,295
2018/19	£356,594
2019/20	£337,306

### Temporary Accommodation Grant

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[https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/721285/Statutory\\_Homelessness\\_and\\_Prevention\\_and\\_Relief\\_Statistical\\_Release\\_Jan\\_to\\_Mar\\_2018\\_-\\_REVISED.pdf](https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721285/Statutory_Homelessness_and_Prevention_and_Relief_Statistical_Release_Jan_to_Mar_2018_-_REVISED.pdf)

In 2017 the government introduced the flexible homelessness support grant, which replaced the Temporary Accommodation Management Fee. The new grant forms part the government's focus on preventing people from becoming homeless. Islington's grant for 2018/19 it is £2,312,230 and for 2019/20 it is £2,141,442.

### **Rough Sleeping Initiative Fund**

In 2018 the government awarded almost £30 million to fund initiatives to tackle rough sleeping. Islington's allocation was £265,987.

### **13 Delivering our objectives: what will we do?**

This strategy is for a five-year period, but it will need to be responsive to change. It will, therefore, be monitored and reviewed annually to ensure all actions and strategic aims remain relevant to the law, prevailing conditions and best practice in the homelessness and housing advice sector. Therefore, an update on our progress will be taken to the Health and Wellbeing Board on an annual basis.

The objectives are separated between those which prevent and relieve homelessness, to mirror the Homelessness Reduction Act, in addition to strategic objectives.

## Appendix 1 – Islington Council Homelessness and Rough Sleeping Strategy Action Plan

### Preventing homelessness

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
Improve our prevention service for customers	1. Be proactive in minimising statutory homelessness acceptances through our prevention work to enable people to either remain in their home or find alternative accommodation.	Housing Needs	Ongoing
	2. Review of our approach to Personalised Housing Plans.	Housing Needs	Every six months
	3. Enhance our existing mediation service to reduce homelessness caused by family and friend exclusions, and private sector tenancy terminations.	Housing Needs	Annual review
	4. Continue to provide support by enhancing skills and employment opportunities, through the council's iWork and partner organisations.	Housing Needs iWork	Annual review
	5. Evaluate the Trailblazer pilot and consider implementation of recommendations with a view to mainstream the advice surgeries provided to commissioned refuges and local women's advice	Housing Needs	Spring 2019

	agencies working with those at risk as a result of domestic violence and abuse.		
	6. Produce advice and guidance to people with No Recourse to Public Funds, and disseminate to BME groups via the voluntary sector.	No Recourse to Public Funds	Spring 2019
Work towards eliminating rough sleeping	7. Further develop the Housing First scheme to house rough sleepers or former rough sleepers with high support needs.	Housing Needs Strategy and Change	Annual Review
	8. Create a street population co-ordinator role to tackle the street population issues through the use of problem-solving, and collaborative working with partners and the community particularly in relation to the Stroud Green Rd and Finsbury Park areas.	Housing Needs Community Safety	Annual Review
	9. Provide additional support to street population groups encompassing entrenched rough sleepers and those with accommodation but engaged in street begging via access to health services eg substance misuse services, physical health services and enhancing access to skills and employment services etc.	Housing Needs	Annual Review
	10. Provide additional mental health input and support to hard to engage rough sleepers by conducting street based mental health assessments through EASL (Enabling Assessment Service London)	Housing Needs	Annual Review

	11. Increase provision of existing emergency accommodation for rough sleepers with medium/high support needs.	Housing Needs	Annual Review
	12. Increase 'Move on' support for clients in supported/temporary accommodation.	Housing Needs	Annual Review
	13. Provide additional wrap around support to those with No Recourse to Public Funds who feature in rough sleeper statistics to ensure they are able to exercise treaty rights and supported by other council services and voluntary sector services where appropriate.	No Recourse to Public Funds	Annual Review
	14. Review Staging Post referral criteria to increase acceptance rate for rough sleepers with low level support needs.	Housing Needs	Annual Review
	15. Support No Second Night Out, working in Partnership with our commissioned outreach provider, St Mungos.	Housing Needs	Ongoing
	16. Review the Contract with the commissioned outreach provider to consider the appropriate delivery mechanism which may include the provision of outreach services via an in-house service.	Housing Needs	Annual
	17. Continue to work with MHCLG to identify and obtain funding to work towards eliminating rough sleeping	Housing Needs	Ongoing

Support the development of Housing Pathways for each customer group	18. Manage expectations of individuals and partner organisations by developing a campaign on raising awareness of the realities of homelessness and housing options.	Housing Needs	Annual Review
	19. Review programme of housing advice outreach surgeries.	Housing Needs	Quarterly
	20. Become an accredited landlord for Domestic Abuse, which will include evaluating how the current services we provide meet the housing needs of domestic abuse victims	Housing Strategy, Improvement and Partnerships  Homes and Communities	Spring 2019

## Relieving homelessness

Objective	What we will do	Who will do it?  Lead service or partner	When we will do it by?  Target date
Increase the supply of secure, affordable homes to ensure sufficient supply of accommodation	21. Build at least 681 new general needs homes at social rent.	New Build Team	2022
	22. Implement recommendations from the behavioural change research to help people to downsize in order to release existing social housing which can be let to overcrowded families.	Housing Needs	Spring 2019

Make better use of the private rented sector	23. Review the effectiveness of Islington Lettings with a view to increase the number of properties managed by the Council on behalf of private sector landlords.	Private Housing Partnerships	Spring 2019
	24. Support private sector tenants to help raise awareness of their rights, such as in relation to retaliatory evictions, and responsibilities, through the development of factsheets.	Housing Needs	Annual Review
	25. Research areas in London and the South East that have a supply of accommodation that is affordable for under 35s.	Housing Needs	Annual Review
Review how temporary accommodation is procured and provided	26. Reduce use of private sector temporary accommodation by <ul style="list-style-type: none"> <li>• Purchasing at least 50 properties in and out of borough for temporary accommodation and where feasible to purchase additional properties if opportunities arise;</li> <li>• Increasing reallocation of one-bedroom general needs properties to temporary accommodation.</li> </ul>	Housing Strategy, Improvement and Partnerships	Late 2020 Ongoing
	27. Develop an offer for under 35s singles with low or no support needs.	Private Housing Partnerships	Spring 2019
	28. Review the council's need for, and use of, short stay temporary accommodation, including its reception centres.	Private Housing Partnerships	Spring 2019
	29. Explore alternative opportunities for provision of short term temporary accommodation, such as	Private Housing Partnerships	Annual Review

	meanwhile sites in borough and properties earmarked for decant.		
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Other key objectives

Objective	What we will do	Who will do it? Lead service or partner	When we will do it by? Target date
Work with Partners to ensure that the strategy is based on realistic assumptions	30. Arrange and host regular Islington Homeless Forum meetings to raise awareness with partners and share best practice.	Housing Needs	Three times each year
	31. Increase joint working with the police to establish a consistent approach to rough sleepers across the borough, and that the police are aware of the support that is available to rough sleepers.	Community Safety	Ongoing
Ensure that the strategy meets challenges that are likely to arise during its lifetime	32. Manage relationships with partners who have a Duty to Refer.	Housing Needs	Every six months
	33. Implement programme to scrutinise quality of service provided to clients, and include front line staff and service users in annual review.	Housing Strategy, Improvement and Partnerships	Annual Review
	34. Review impact of 'Brexit' and provide training in relation to NRPF.	No Recourse to Public Funds	Ongoing

	35. Review impact of Universal Credit on homelessness.	Housing Strategy, Improvement and Partnerships	Quarterly review
	36. Review and utilise our Resident Support Scheme (Discretionary Housing Payments) scheme.	Housing Strategy, Improvement and Partnerships	Autumn 2019
Improve our understanding of the connection between homelessness and health and wellbeing	37. Establish an evidence base of approaches and failed preventions to better understand the issues, such as ethnicity and gender.	Public Health	Annual Review
	38. Explore available data on the connection between health, including mental health, and homelessness, including rough sleeping, including the factors that increase the risk of homelessness.	Public Health	Winter 2019
	39. Undertake qualitative work to assess the impact on health and wellbeing of families in temporary accommodation.	Public Health	Summer 2019
	40. Organise a Health and Wellbeing event for rough sleepers in known hotspots to promote the range of support services that are available.	Community Safety	Ongoing
Improve standards in the private rented sector	41. Improve standards in the private rented sector by introducing property licencing schemes, starting in Finsbury Park.	Residential Environmental Health	Winter 2019
	42. Implement and use civil penalties against rogue landlords, using Housing and Planning Act powers.	Residential Environmental Health	Spring 2019

	43. Bear down on poor practice by lettings agents by tackling unfair terms in private sector tenancies.	Trading Standards	Annual Review
	44. Assess new HMO licence applications and renewals, to ensure that the correct type of occupancy agreement is used, and that the key terms are fair.	Trading Standards	Ongoing
	45. Provide guidance for Landlords through the Landlords' Forum and Newsletter.	Private Housing Partnerships	Annual Review
	46. Review the Landlords' Charter.	Private Housing Partnerships	Spring 2019
Improve communications in relation to homelessness	47. Devise message for landlords to encourage lettings to households in receipt of Housing Benefits/ Universal Credit in the private sector.	Private Housing Partnerships	Spring 2019
	48. Update messages for the public in relation to rough sleepers.	Community Safety	Ongoing
	49. Update messages for the public to reduce stigma associated with homelessness	Housing Needs	Ongoing

Appendix 2 - North London Rough Sleeper Action Plan

	Priority area identified	Aims/outcomes	Timelines
1	<b>Joint approach to rough sleeping issues across sub region</b>	<ul style="list-style-type: none"> <li>• Sharing knowledge, learning and best practise across boroughs</li> <li>• Reviewing CHAIN and Street Count figures</li> <li>• Identifying areas for coordination and joint working where appropriate</li> <li>• Benchmarking services where required</li> <li>• Discuss and update the group on pan-London and National initiatives, and ensure the sub regions perspectives and requirements are represented at a pan-London level</li> </ul>	Ongoing
2	<b>Seek funding sources for future sub regional projects</b>	<p>To identify and disseminate funding opportunities as they arise to boroughs.</p> <p>To identify where funds are appropriate for use of sub-regional/cross-borough projects where appropriate</p>	<p>Ongoing</p> <p>North London Early Homelessness Prevention project: April 2017 – 19</p> <p>North London Staging Post: April 2017 – 19</p>
3	<b>Central and Eastern European and No Recourse to Public</b>	To share learning on how to best assist and coordinate responses to transient rough sleepers crossing borough borders that have no recourse to public funds.	September 2017 – September 2019

	<b>Funds rough sleeping / encampments</b>	To pilot an outreach project aimed at assisting Central and Eastern European national rough sleepers into regularised employment and low cost accommodation	Review periods and independent evaluation of the pilot built in
<b>4</b>	<b>Emergency and Assessment bed provision</b>	To increase the capacity of outreach team's ability to refer to beds by ensuring the procedure is clear and user-friendly  To ensure assessment beds are being used correctly and for the right target audience  To ensure that assessment beds are the first port of call for new rough sleepers and prevent 'flow' into central London boroughs	Ongoing
<b>5</b>	<b>Female rough sleeping</b>	To share best practise and learning around effectively working with female rough sleepers, and coordinate services where appropriate.  To apply for funding grants for sub regional projects where identified.	Ongoing
<b>6</b>	<b>Youth homelessness</b>	To share best practise and learning around youth homelessness prevention and services.  To apply for funding grants for sub regional projects where identified.	Ongoing

## Appendix 3 Homelessness in Islington

### Households seeking housing advice from the Housing Aid Team

A total of 2,504 households came to Islington Council's Housing Aid Team seeking advice on housing in 2017/18. This represents a decrease of over a quarter from 2014/15, when there were 3,503 households seeking advice. Not all of these households were homeless. Many of these households may also have sought help from other agencies who help with housing options and advice, such as how to tackle debt, or claim benefits.

Table 1 Homeless applications, broken down by all applications, all acceptances, proportion accepted

	2013/1 4	2014/1 5	2015/1 6	2016/1 7	2017/1 8
All Applications	918	911	924	689	467
All Acceptances	403	396	375	364	225
Proportion accepted	44%	44%	41%	53%	48%

Not all visits to the Housing Aid Team result in a homeless application. The number of applications received in 2017/18 is 32% lower than 2016/17 and 49% lower than 2013/14. This demonstrates the continuing emphasis upon prevention work.

Although the proportion of acceptances in 2017/18 was slightly higher than in 2013/14, the actual number of acceptances significantly declined in the last year, further to a reasonably consistent number of acceptances in the previous four years.

However, due to recent case law and the likely impact of future welfare and housing reforms, we are anticipating a higher number of applications and acceptances for at least the next two years.

Table 2 Homeless decisions and acceptances, with decisions broken down by eligibility, priority need, homeless and intentionally homeless

	2013/14	2014/15	2015/16	2016/17	2017/18
<b>Total Applications</b>	<b>918</b>	<b>911</b>	<b>924</b>	<b>689</b>	<b>467</b>
Eligible, unintentionally homeless and in priority need	44%	44%	41%	42%	48%
Eligible, homeless and in priority need but	4%	4%	4%	8%	6%

intentionally homeless					
Eligible, homeless but not in priority need	14%	17%	20%	31%	23%
Eligible but not homeless	34%	31%	29%	17%	20%
Ineligible	45%	4%	6%	2%	3%

The single biggest category of decisions continues to be “Eligible, unintentionally homeless and in priority need”. Over the five-year period, we have seen an increase in “Eligible, homeless but not in priority need” decisions and a reduction in the percentage of “Eligible but not homeless” decisions.

Table 3 Homelessness preventions

Prevention of homelessness is achieved when the applicant is assisted to remain in accommodation or provided with alternative accommodation.

	2016/17	2017/18
Preventions – All	669	514
Alternative Accommodation	77%	70%
Remain in Accommodation	23%	30%

Table 4 Main reasons for homelessness acceptances, broken down by reason

	2013/14	2014/15	2015/16	2016/17	2017/18
<b>Year total</b>	<b>403</b>	<b>396</b>	<b>375</b>	<b>364</b>	<b>225</b>
Parents, family or friends no longer willing to accommodate	41%	47%	47%	45%	47%
Loss of private rented sector accommodation	28%	29%	28%	30%	24%
Violent breakdown of relationship or other forms of abuse or harassment	14%	13%	16%	13%	12%
Other e.g. homeless in emergency, sleeping rough or in hostel, returned from abroad, left hospital	18%	11%	9%	12%	17%

Although nationally and in London the loss of private rented sector accommodation is now the main reason for homelessness<sup>21</sup>, in Islington “Parents, family or friends no longer willing to accommodate” remains the most common reason, and the percentage has grown over the last four years. We assume that the reasons why new and emerging households are unable to access alternative accommodation are due to affordability and lack of supply of social housing but will look at this in more detail to better understand this trend.

Table 5 Priority need category of accepted cases, broken down by category, including domestic abuse

	2013/14	2014/15	2015/16	2016/17	2017/18
<b>Total</b>	<b>403</b>	<b>396</b>	<b>375</b>	<b>364</b>	<b>225</b>
Dependent children	63%	63%	64%	69%	66%
Pregnant, no dependent children	11%	9%	14%	11%	12%
Vulnerable - mental health	14%	11%	11%	10%	12%
Vulnerable - physical disability	7%	11%	9%	8%	7%
Vulnerable - old age	1.8%	3.5%	1.6%	0.6%	1%
Having fled their home because of abuse/threat of abuse	1.5%	0.5%	0.3%	0.6%	0%

Households need to fall within a recognised priority need category to be accepted as homeless. Having children within the family or expecting a child is significantly the most common category of priority need each year, making up 78% of all households accepted in 2017/18.

The proportion of applicants in each category has been broadly consistent for the last five years.

Table 6 Profile of homeless households accepted, broken down by age, gender / lone parents / sexual orientation, and ethnicity

Homelessness applications - acceptances		2013-14	2014-15	2015-16	2016-17	2017-18
		<b>403</b>	<b>396</b>	<b>375</b>	<b>364</b>	<b>225</b>
Age groups	Below 20 years of age	0.5%	3%	3%	1%	4%

<sup>21</sup> DCLG (2016), Statutory homelessness live tables Table 774: Reason for loss of last settled home.

	Aged 20 - 29	39%	31%	36%	39%	36%
	Aged 30 - 39	30%	34%	33%	31%	31%
	Aged 40 - 49	17%	18%	17%	18%	18%
	Aged 50 - 59	8%	7%	7%	6%	7%
	Aged 60 and above	5%	7%	4%	5%	5%
Gender	Female	70%	64%	73%	65%	67%
	Male	30%	35%	27%	34%	33%
	Transgender	0%	0.3%	0.3%	1%	0%
	Not known	0.2%	0.8%	0.3%	0%	
Lone parent?	Lone parents	53%	53%	57%	51%	54%
	others	47%	47%	43%	49%	46%
Sexual orientation (excluding not known)	Heterosexual	96%	98%	92%	89%	89%
	Lesbian	0.5%	0.8%	0.0%	1.6%	4.6%
	Gay	1.0%	0.8%	2.1%	1.6%	1.5%
	Bisexual	2.6%	0.8%	6.3%	8.1%	4.6%

Age: consistently two thirds of accepted cases are between 20 and 40. This is likely to be linked to the applicant having dependent children and less settled accommodation.

Gender: consistently around two thirds of accepted cases are female. This is likely to be linked to the applicant having dependent children, as single parents are more likely to be female than male.

Lone parent: consistently small majority of accepted cases who are lone parents. This is likely to be linked to Welfare Reform, as lone parents have been disproportionately affected by Welfare Reform.

Sexual orientation: The sexual orientation of accepted cases who identified themselves as lesbian, gay or bisexual was 11%, which is higher than the 3.3% of the total Islington residents who identify themselves as lesbian, gay or bisexual <sup>22</sup>. There has been a significant increase in accepted cases who are bisexual, which may be a reflection of an increase in the overall United Kingdom population who identify themselves as bisexual<sup>23</sup>.

<sup>22</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/articles/subnationalsexualidentityestimates/uk2013to2015#sexual-identity-local-authorities>

<sup>23</sup>

<https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/sexuality/datasets/sexualidentityuk>

Table 7 Homeless acceptances (excluding unknown) compared to the total Islington population by ethnicity, according to the 2011 Census.

	2013/14	2014/15	2015/16	2016/17	2017/18	Islington Total <sup>24</sup>
White	46%	37%	38%	44%	38%	68%
Black	37%	34%	36%	31%	36%	13%
Other	9%	17%	14%	9%	8%	3%
Mixed	5%	6%	7%	5%	8%	7%
Asian	4%	6%	5%	11%	10%	9%

People of White ethnicity are less likely to be accepted as homeless, relative to the overall White populations in Islington.

People of Black and Other (which includes Arabs and Latin Americans) ethnicity are more likely to be accepted as homeless, relative to the overall Black and Other populations in Islington.

People of Asian ethnicity have been less likely to be accepted as homeless, relative to the overall White population in Islington, but in the last two years there was a significant increase in people of Asian ethnicity being accepted as homeless.

There is a disproportionate amount of Black and Minority Ethnic homelessness acceptances relative to the LBI population.

Table 8 Households on waiting list

Number of households	2013/14	2014/15	2015/16	2016/17	2017/18
	17,860	19,196	20,733	18,033	14,469

The number of households on the housing list increased between 2013/14 and 2015/16, reflecting the increasing unaffordability of accommodation in Islington. Annual reviews carried out in 2016/17 and 2017/18 resulted in roughly 4,000 households being removed from the housing register each year as a result of not replying to a review letter.

<sup>24</sup> <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/publichealth/qualityandperformance/profiles/20132014/20131211ethnicitylanguageandcountryofbirth1>

Table 9a Islington Council lettings

Year	Studio	1 Bed	2 Bed	3 Bed	4 Bed	5 bed	6 Bed	Total
2013/14	44	510	402	221	58	14	0	1249
2014/15	44	426	289	134	36	3	1	933
2015/16	41	386	293	144	14	10	0	888
2016/17	35	353	274	166	25	8	0	861
2017/18	39	382	256	138	19	2	0	836

Table 9b Housing Association lettings

Year	Studio	1 Bed	2 Bed	3 Bed	4 Bed	5 bed	6 Bed	Total
2013/14	15	118	143	49	19	1	0	345
2014/15	15	114	100	32	10	0	0	271
2015/16	12	127	92	42	10	1	0	284
2016/17	10	121	95	52	14	12	0	304
2017/18	9	93	59	19	1	0	0	181

Table 9c Combined Islington Council and Housing Association lettings

Year	Studio	1 Bed	2 Bed	3 Bed	4 Bed	5 bed	6 Bed	Total
2013/14	59	628	545	270	77	15	0	1594
2014/15	59	540	389	166	46	3	1	1204
2015/16	49	475	346	173	21	11	0	1172
2016/17	39	424	355	203	37	17	0	1165
2017/18	48	475	315	157	20	2	0	1017

There has been a 36% reduction in the number of lettings over the last five years.

Table 10 Sales of social rented properties through the Right to Buy

	2013/14	2014/15	2015/16	2016/17	2017/18	Total
Sales <sup>25</sup>	139	234	160	118	81	732

Table 11 Supply of new affordable housing

	Social Rented	Shared Ownership	Supported Accommodation	Total
2013/14	120	218	36	374
2014/15	226	26	0	252
2015/16	104	93	0	197
2016/17	127	29	0	156
2017/18	113	12	0	125

<sup>25</sup> <https://www.gov.uk/government/statistical-data-sets/live-tables-on-social-housing-sales>

Total	690	378	36	1,104
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The number of council lettings decreased each year for five years. Each year the council's stock is reduced as a result of sales through the Right to Buy scheme. Over the last five years, more social rented properties have been sold through the Right to Buy than new social rented properties than have been built. This exacerbates the lacks of affordable housing available in Islington, making it more difficult for us to provide suitable housing for those most in need.

### Table 12 Earnings

In 2017 the median wage for someone living in Islington was £33,116<sup>26</sup>. Over the last six years the median wage has fluctuated, but has only increased by £157 compared with the 2012 median.

Year	Median income full time income	Change from previous year
2012	£32,959	+1.2%
2013	£31,602	-4.1%
2014	£33,598	+6.3%
2015	£33,079	-1.5%
2016	£31,680	-4.2%
2017	£33,116	+4.5%

### Table 13 Housing costs in the private sector

	2013/14	2014/15	2015/16	2016/17	2017/18
Mean private rented sector, two bedroom property	£1,913 <sup>27</sup>	£1,970 <sup>28</sup>	£2,050 <sup>29</sup>	£2,069 <sup>30</sup>	£1,991 <sup>31</sup>

The rent for the average two bedroom property increased by 8% between 2013/14 and 2016/17, though fell by 4% in the last year.

	2013	2014	2015	2016	2017
Mean house price in Islington <sup>32</sup>	£575,438	£669,869	£743,764	£754,514	£778,290

The price of the average property increased by 35% over a five-year period.

<sup>26</sup>

<https://www.ons.gov.uk/employmentandlabourmarket/peopleinwork/earningsandworkinghours/datasets/pla-ceofresidencebylocalauthorityshetable8>

<sup>27</sup> <https://www.gov.uk/government/statistics/private-rental-market-statistics>

<sup>28</sup> <https://www.gov.uk/government/statistics/private-rental-market-statistics-may-2015>

<sup>29</sup> <https://www.gov.uk/government/statistics/private-rental-market-statistics-may-2016>

<sup>30</sup> <https://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2016-to-march-2017>

<sup>31</sup> <https://www.gov.uk/government/statistics/private-rental-market-summary-statistics-april-2017-to-march-2018>

<sup>32</sup> <https://data.london.gov.uk/dataset/average-house-prices>

Islington is one of the least affordable boroughs in Britain, with an average house price more than 17 times the average wage in the borough. Nationally, the average house price is eight times the average wage.<sup>33</sup>

Table 14 Households in temporary accommodation

	2013/14	2014/15	2015/16	2016/17	2017/18
Number of households	1004	920	941	806	743

The number of households in temporary accommodation has reduced by 26% over a five-year period. The direction of travel in Islington contrasts with the national figure, indicating that the preventative approach we have already taken is working.

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<sup>33</sup> <https://www.ybs.co.uk/media-centre/housing-availability.html>

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

<b>Meeting of:</b>	<b>Date:</b>	<b>Ward:</b>
Executive	21 March	Tollington

<b>Delete as appropriate</b>	<b>Exempt</b>	<b>Non-exempt</b>
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**APPENDICES 1 AND 2 TO THIS REPORT ARE NOT FOR PUBLICATION**

**SUBJECT: Appropriation of Land for Planning Purposes  
Site Known as Hanley Crouch Community Centre ('The Laundry'),  
Sparsholt Road, London N19**

### **1. Synopsis**

1.1 This report seeks the Executive Committee's approval for the Corporate Director of Resources to appropriate for planning purposes under section 122 of the Local Government Act 1972 the Council's property known as Hanley Crouch Community Centre 'The Laundry', Sparsholt Road, London N19 for the purpose of facilitating the construction of part 3, part 4 storey residential terrace comprising of 8 residential units (7 x 4B7P house and 1 x 4B8P house) ('the Hanley Crouch Scheme').

Planning permission was granted on 3 April 2014 ref P2013/4924/FUL and this development is the second phase of a wider scheme, the Ivy Hall Scheme. Further details of both schemes are set out in paragraph 4 below.

1.2 The Council is the freeholder of the property which is held within the Housing Revenue account.

1.3 Since 14<sup>th</sup> October 2017 the Council through its Rights of Light consultants, eb7 Limited, have been actively investigating the effect that the Council's proposed development will have on adjoining owners and have established that there are two parties which may have the benefit of Rights of Light which will be affected by the new development.

## **2. Recommendations**

- 2.1 To delegate authority to the Corporate Director of Resources to complete the purchase of land for planning purposes under section 122 Local Government Act 1972 the Council's property known as Hanley Crouch Community Centre 'The Laundry', Sparsholt Road, London N19 for the purpose of securing the construction of the Hanley Crouch Scheme, in accordance with the planning consent that has been granted by the local planning authority and which is required for the proper planning of the area;
- 2.2 To delegate authority to the Corporate Director of Resources, in consultation with the Corporate Director of Law and Corporate Director of Housing, to agree the settlement of rights of light claims with owners and occupiers of 2 affected properties and any ancillary affected leases, together with any associated fees and thereafter;
- 2.3 To note that the cost of the proposed settlement of rights of light compensation payments and associated fees for leaseholders affected by this scheme will be from the capital budget for the Hanley Crouch Scheme.

## **3. Background**

- 3.1 Islington's vision for housing as laid down in the Housing Strategy 2014 – 2019 is to make sure everyone in Islington has a place to live that is affordable, decent and secure. Secure and affordable housing is recognised as an enabler. Housing has an important role in shaping healthy places, preventing ill health, supporting residents into work and tackling child poverty. The council has a corporate objective to deliver 550 new council homes by 2022.
- 4.2 The Hanley Crouch Scheme is a part of the Ivy Hall Scheme. The Ivy Hall scheme required the demolition of an existing single storey structure occupied by the Ivy Hall Community Centre (D1 non-residential institutions use class) and also used as covered car park. The redeveloped site at Ivy Hall consisted of a part-two, part-three, part-five storey mixed use building comprising of a new community centre (D1 non-residential institutions use class, 1,000 sqm) and 23 residential (8 x 1B2P flats, 11x 2B4P flats, and 4 x 3B5P flats) which are all for social rented housing and comprises of 100% of the Affordable Housing provision.

The planning committee resolved on 3 April 2014 to grant planning permission for both developments being ref: P2013/4952/Ful for the Ivy Hall Scheme and P2013/4924/Ful for the Hanley Crouch Scheme. Both the Ivy Hall and Hanley Crouch Schemes are linked and inter-dependent and development conditions are made in a combined letter of undertaking by the Director of Housing in the form of a section 106 agreement as amended by a variation Directors Letter for Hanley Crouch dated 20 December 2016. The description, reason and manner of this dependency is explained below.

- 4.3 The Hanley Crouch Scheme is the second phase of both developments and allows for the provision of 8 new residential units for sale at market value, the receipts of which would contribute to the funding for the redevelopment of Ivy Hall and its carpark. Without the sales receipts the Ivy Hall Scheme would be unviable. To ensure that the sales receipt for the Hanley Crouch scheme would be used to provide funding for the Ivy Hall scheme, the planning consent P2013/4924/FUL for the Hanley Crouch Scheme was strictly conditional

upon the Council obtaining planning consent for and actual redevelopment and occupation of the Ivy Hall Scheme prior to the demolition of the Hanley Crouch Site.

- 4.4 The residential units in the Ivy Hall scheme were completed in May 2017 and fully occupied by September 2017 and the new Brickworks community centre was completed in September 2017 and occupied in January 2018.

The demolition of the Hanley Crouch Community Centre 'The Laundry' commenced on the 4 June 2018 and completed in October 2018.

- 4.5 The benefits of the Hanley Crouch Scheme, therefore, needs to be viewed in conjunction with the Ivy Hall Scheme as its proceeds assures the deliverability of the Ivy Hall Scheme.
- 4.6 The Ivy Hall Scheme provides for a new community centre with enhanced services that amalgamates the now demolished smaller community centres which were previously on the two respective sites to create a larger 1000sqm community centre at the Ivy Hall site. This new much larger piece of social infrastructure efficiently uses resources and can adapt easily to accommodate a range activities and user groups. The new community centre, now completed and known as Brickworks Community Centre, is an accessible centre for the whole of Tollington Ward. Facilities include a reception office, large communal foyer area, café with seating area, meeting rooms, kitchens, a sports hall, children's play spaces, a nursery provider with external play space, 2 therapy rooms, 2 offices for community organisations, a roof garden and music room. Brickworks also boasts a special "Changing places" toilet, which provides additional facilities such as a hoist, a changing bench and a shower for people with profound and multiple disabilities, beyond those usually found in a standard accessible toilet.
- 4.7 Creating a larger community hub at Ivy Hall negates the need to re-provide a community centre on the Hanley Crouch site, which can be re-developed to provide a small residential scheme comprises of 8 family-sized homes which are more in keeping with the area as well as vital sales receipts for the Ivy Hall Scheme.
- 4.8 There will be greater opportunities for co-location of services and staffing, and due to the design of the building, greater flexibility for use of the community centre spaces, to provide facilities and services for the community, during the day and evening, seven days a week.
- 4.9 A range of energy and environmental improvements and benefits are included in the new building to minimise longer-term running costs, and has achieved a BREEAM rating of Excellent, create natural benefits through landscaping, species protection, along with photo-voltaic cells, communal heating, increased insulation and rainwater harvesting as examples of energy efficiency methods being built in.
- 4.10 The inclusion of third party letting of education space on commercial basis on the upper levels of the building, maximises the building footprint and creates the provision of a high value income stream for the longer-term to go directly to frontline services.
- 4.11 Key to the success of this project is the concept of cross subsidy of the development costs. This has led the Council's New Homes Team to propose a 100% private family scheme on the Hanley Crouch site, and a 100% affordable scheme of predominantly 1, 2 and 3 bed units representing 23 new homes with the community centre on the Ivy Hall site.

- 4.12 The Laundry was predominantly a two storey building which has grown organically over the years to meet the expanding needs of the community association that was using it. As a result of this piecemeal development 'the Laundry was essentially a collection of a number of incongruous building elements to the existing quiet residential street of Sparsholt Road. The Hanley Crouch Scheme redevelopment will provide a terrace of 8 three-storey houses. The proposed houses are of a modern design and seek to provide a modern interpretation of the existing Victorian terrace. The design of the elevation proposes the use of brick as the main material. The architectural language of the proposals draws upon the existing terraced housing comprising of bay windows, vertically proportioned openings and paired entrances. The houses will each have a small front garden and also a large rear garden.
- 4.13 Demolition of ('The Laundry'), commenced on 4 June 2018 and main elements completed in October 2018 <sup>1</sup>The return date for tenders for the construction of the Hanley Crouch scheme is 14<sup>th</sup> December 2018 and the anticipated start on site is May 2019.
- 4.14 A Rights of Light Report was commissioned which sets out the likely compensation that will have to be paid to the two affected owners as a consequence of the development infringing on the adjoining owners' existing rights of light. A more detailed breakdown of the stage of negotiations and levels of compensation offered can be found in the Exempt Appendix 1.

## **5. Proposal and Issues**

- 5.1 Without the exercise of appropriation, parties who are affected by the diminution of their rights to light have the ability to bring injunction proceedings to prevent the development. This could potentially halt the project and would result in a delay to the delivery of the development.
- 5.2 Once land is validly appropriated for planning purposes and since planning permission has already been granted, the Council will be empowered under section 203 Housing and Planning Act 2016 to override existing rights and extinguish adjoining owners' rights without the possibility of legal challenge.
- 5.3 S.203 ensures that all rights of light claims are resolved by payment of statutory compensation to affected parties.
- 5.4 eb7 Limited has made contact with all the affected parties and has commenced negotiations with them. A list of the affected parties and a detailed breakdown of the stage of negotiations and levels of compensation offered and accepted or rejected, can be found in the Exempt Appendix 1
- 5.5 If agreement is not reached with any party the matter can be referred to the Upper Tribunal for determination.

## **6. Options and Analysis**

- 6.1 Do nothing: if the Council decides not to appropriate the land then there is the potential that affected adjoining owners could bring injunction proceedings which could stop the

construction of the project or delay its delivery which could result in the project becoming financially unviable.

- 6.2 Appropriate; by exercising appropriation powers the threat of injunction proceedings for the infringement of rights of light is extinguished. Affected parties will still receive compensation but they will not be able to delay or stop the development.

## **7. Implications**

### **7.1 Financial implications**

The cost of the proposed settlement of rights of light compensation payments and associated fees for leaseholders affected by this scheme will be from the capital budget for the Hanley Crouch Scheme. Detailed financial implications are as set out in the Exempt Appendix 2.

### **7.2 Legal Implications**

#### **Statutory Power to appropriate**

- 7.2.1 This report seeks Executive Committee approval to appropriate, under section 122 of the Local Government Act 1972 (LGA), land belonging to the Council which is was previously used as a community centre and which is no longer required for the purpose for which it was held immediately before the appropriation. It is now required for planning purposes namely the construction of 8 new residential homes in accordance with the planning permission already granted to enable the funding of the Ivy Hall Scheme that delivered a new community centre and 23 new social rented residential units.
- 7.2.2 Any reference to appropriation for planning purposes is, by virtue of the provisions in section 246 of the Town and Country Planning Act 1990 (TCPA), regarded as a reference to appropriation for the purposes for which land can compulsorily be acquired under section 226 TCPA.
- 7.2.3 By virtue of the provisions in s226(1A) TCPA a local authority must not exercise the power granted under s226(1)(a) unless the development, redevelopment or improvement on or in relation to the land is likely, they think, to contribute to the achievement, the promotion or improvement of any one of more of the following objectives - the economic, the social and/or the environmental well-being of the area.
- 7.2.4 These objectives are addressed by the Reporting Officer in paragraph 4 of this Report. The need for the site known as Brickworks is stated by the Reporting Officer as being necessary to replace both the former Hanley Crouch Community Centre and Ivy Hall Community Centre, both of which had developed in piecemeal over the years, unfit for purpose and difficult to modernise or make compliant with current regulations. The Hanley Crouch Community Centre on the site was dated with inflexible and limited facilities, with a number of elements such as the roof and heating system being at the end of their life as well as being poorly insulated. The proposals will result in improved facilities as outlined in paragraph 4.6 above.
- 7.2.5 The Council must also be satisfied that the land is no longer required for the statutory purposes for which it was originally held before the appropriation. This "surplus to requirements" component of s122 enables the Council to prioritise relative needs. It follows that the Council is entitled to look at the current use of the property as well as the prospective use of the property and on this project, what it can deliver in conjunction with

the larger Ivy Hall Scheme. The Council can consider matters such as whether the buildings conform to current environmental and space standards, whether there are physical defects that impede the use together with the costs of remedying such defects, as well as whether the buildings make sufficient use of the site and the need to secure an enhanced form of redevelopment.

- 7.2.6 The mere fact that the current site is no longer required as a community centre does not preclude appropriation simply because the new community centre that has been reprovided elsewhere. This also does not mean however that the existing purpose continues to the redeveloped Hanley Crouch Scheme. Crucial to this issue is the basis on which compensation will be calculated for injurious affection caused by the redeveloped scheme. Under s203 of the Housing and Planning Act 2016 third party rights will be overridden and compensation paid on the basis of the scheme carried out, not on the purpose for which the land is held. It will be the new redeveloped scheme that will be the cause of the injurious affection. The redeveloped scheme, comprising 8 new residential units will therefore be the new purpose for which the land is held.
- 7.2.7 Appropriation however requires more than a mere decision to hold land for a different purpose. Case law dictates that an authority cannot properly appropriate land to planning purposes unless it considers that the resulting interference with third party rights is necessary. A local authority cannot properly appropriate land to planning purposes unless it considers that it has good reason to interfere with third party rights which would be overridden by section 203 of the Housing and Planning Act 2016 as outlined below.
- 7.2.8 No consent from the Secretary of State under Section 19 of the Housing Act 1985 is required for the appropriation as the land does not fall within that defined in that section.
- Power to Interfere with Rights**
- 7.2.9 Reliance in due course on s203 of the Housing and Planning Act 2016 in order to override the rights of adjoining owners and any other property rights on an appropriation of land for planning purposes is possible where the requirements in s226 Town and Country Planning Act 1990 (TCPA) are met. This is because the definition of appropriation for planning purposes in s203(2) and 203(7) of the Housing and Planning Act 2016 is as per the definition in section 246(1) TCPA which incorporates the requirements set out in s226 TCPA. Therefore, the requirement to be satisfied i.e. that there is a compelling case in the public interest for the appropriation of this land, having regard to the European Convention on Human Rights must apply before construction of the 8 residential units commences.
- 7.2.10 The enabling provisions in s203 (1) and (4) of the Housing and Planning Act 2016 are required for the construction, maintenance and use of the redevelopment, to the extent that this will interfere with private rights of adjoining owners. The Reporting Officer has confirmed that several adjoining private landowners enjoy rights of lights which will be affected by the new development. The operative provisions in section 203-207 are necessary in order to override these rights as well as to override other property rights, including any unknown rights that may impede the construction or use of the units to the Hanley Crouch Scheme redevelopment.
- 7.2.11 The Council's Corporate Property New Homes Team section through its consultants are in negotiations with the owners of those properties affected by the redevelopment. They are confident that non-statutory based compensation packages will be agreed with each of the affected property owners in due course but in view of the timescale and financial risk to

the new Hanley Crouch Scheme development it is necessary for the Council to appropriate the site for planning purposes pursuant to the planning permission which the Executive Committee are recommended to do in this Report.

- 7.2.12 On 5 November 2018 and 11 December 2018 eb7 Limited wrote to the respective two affected property owners serving notice of the Council's intention to appropriate the site for redevelopment in accordance with the planning permission.
- 7.2.13 Furthermore, if the requirements set out in s226(1A) TCPA are satisfied in relation to appropriation, sections 203(2)(c) and s203(7)(c) of the Housing and Planning Act 2016 also incorporate reference to a requirement for the local authority to have the ability to compulsorily acquire the land for both the building work and its subsequent use in order for the provisions to become operative. The Council plainly has powers to compulsorily acquire land if this is the meaning that should be ascribed to the wording in section 203(2)(c) and s203(7)(c), having regard to the explanatory notes to the Act. However, a court may determine that the wording implies that there must, in the Council's opinion, be a compelling case in the public interest to justify the operation of these sections in this particular instance before the building works commence. This not only goes to the economic, social and environmental well-being of the area to which the Hanley Crouch Scheme will contribute, but may require consideration of the measures that are necessary to ensure that there are sufficient funds in place to ensure that the Hanley Crouch Scheme development is completed and further that there are no impediments to the redevelopment.
- 7.2.14 If appropriation is not granted and the Council commence works, it would potentially be infringing those affected owners' rights to light. The remedy for such an infringement by the affected owners is an injunction. It is an equitable remedy and is within the court's discretion to grant. The court can award damages where it considers this an adequate remedy. If the adjoining owners choose to institute proceedings for an actionable injury the court might also grant an injunction pending the court's decision on whether there has been an infringement of their rights or not. The consequences of this for the Council will be to set back commencement of the development and delivery according to agreed timescales.
- 7.2.15 Due to the necessity for the Council to comply with its obligations under Article 8 of the Human Rights Act 1998 where the Council appropriates land for planning purposes, the Council has also informed the Dominant Owners of each of the affected property owners in writing of the Council's intention to appropriate and its effect on their rights of light.

### **7.3 Resident Impact Assessment**

- 7.3.1 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.
- 7.3.2 The RIA is accompanying the report as Appendix 4.

**8. Reasons for the decision:**

8.1 By exercising its appropriation powers, the Council will ensure that its development of the land for part 3, part 4 storey residential terrace comprising of 8 residential units (7 x 4B7P house and 1 x 4B8P house) proceeds in accordance with the planning permission already granted.

**Appendices**

- Exempt Appendix 1 - breakdown of the stage of negotiations and levels of compensation offered and/or accepted
- Exempt Appendix 2 - Financial Implications
- Appendix 3 – copy planning permission P2013/4924/FUL and planning permission P2013/4952/FUL
- Appendix 4 - Resident Impact Assessment

**Background papers:**

- None

**Final report clearance:**

*Diarmuid Ward.*

8 March 2019

**Signed by:** Executive Member for Housing and Development

Date:

Report Author: Teresa Santucci, Principal New Homes Development Manager  
Tel: 020 7527 8114  
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## PLANNING DECISION NOTICE

HTA Design LLP  
106-110 Kentish Town Road  
London  
NW1 9PX

Development Management Service  
Planning and Development Division  
Environment & Regeneration Department  
PO Box 3333  
222 Upper Street  
LONDON N1 1YA

**Case Officer:** Joe Wilson  
**T:** 020 7527 3876  
**E:** planning@islington.gov.uk

**Issue Date:** 10 April 2014  
**Application No:** P2013/4924/FUL

*(Please quote in all correspondence)*

Dear Sir or Madam

### TOWN AND COUNTRY PLANNING ACTS

#### **BOROUGH COUNCIL'S DECISION: Approve with conditions and legal agreement**

Notice is hereby given of the above stated decision of Islington Borough Council, the Local Planning Authority, in pursuance of its powers under the above mentioned Acts and Rules, Orders and Regulations made thereunder, relating to the application / development referred to below, at the location indicated, subject to the condition(s) listed and in accordance with the plans submitted, save insofar as may be otherwise required by the condition(s).

<b>Location:</b>	<b>Hanley Crouch Community Centre 'The Laundry' , 21 Sparsholt Road London N19 4EL</b>
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<b>Application Type:</b>	<b>Full Planning Application</b>		
<b>Date of Application:</b>	05 December 2013	<b>Application Received:</b>	05 December 2013
<b>Application Valid:</b>	12 December 2013	<b>Application Target:</b>	10 April 2014 (PPA)

#### **DEVELOPMENT:**

The demolition of the existing 2 storey Hanley Crouch 'The Laundry' community centre (D1 non residential institutions use class) to construct a part 3, part 4 storey residential terrace comprising of 8 residential units (7 x 4B7P house and 1 x 4B8P house).

#### **PLAN NOS:**

442 PA 001; 442 PA 002; 442 PA 003; 442 PA 010 Rev C; 442 PA 011 Rev B; 442 PA 012 Rev B; 442 PA 013 Rev A; 442 PA 020 Rev A; 442 PA 021; 442 PA 022; 442 PA 023 Rev A; 442 PA 024; 442 PA 030 Rev A; 442 PA 031 Rev A; 442 PA 035; C100 Rev P1; DFCP 2141 TPP Rev A; Statement of Consultation; eb7 Daylight and Sunlight Report 18/10/13; Planning Statement LBI-HCC-1301; Code for Sustainable Homes Pre-Assessment Report 25389(01); Energy Strategy Report 25389(01); Arboricultural Impact Assessment Revision A DFC P 2141; Design and Access Statement January 2014.

#### **CONDITIONS:**

- 1 **CONDITION:** The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.

REASON: To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).

- 2 CONDITION: The development hereby approved shall be carried out in accordance with the following approved plans:

442 PA 001; 442 PA 002; 442 PA 003; 442 PA 010 Rev C; 442 PA 011 Rev B; 442 PA 012 Rev B; 442 PA 013 Rev A; 442 PA 020 Rev A; 442 PA 021; 442 PA 022; 442 PA 023 Rev A; 442 PA 024; 442 PA 030 Rev A; 442 PA 031 Rev A; 442 PA 035; C100 Rev P1; DFPC 2141 TPP Rev A; Statement of Consultation; eb7 Daylight and Sunlight Report 18/10/13; Planning Statement LBI-HCC-1301; Code for Sustainable Homes Pre-Assessment Report 25389(01); Energy Strategy Report 25389(01); Arboricultural Impact Assessment Revision A DFC P 2141; Design and Access Statement January 2014.

REASON: To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.

- 3 CONDITION: Details including drawings at a 1:5 scale and samples of all facing materials used in the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on the development. The details and samples shall include but not be limited to the following:

a) Facing Brickworks; Sample panels of proposed brickwork to be used showing the colour, texture, facebond and pointing shall be provided. Full Bricks Shall be used and unless otherwise approved by the Local Planning Authority shall be laid in Flemish bond, pointing shall be flush or slightly recessed.

b) Composite Windows (Reveal depth of a minimum of 130mm where not within a balcony unless otherwise agreed by the local planning authority)

d) Conservatory Glazing System

e) Timer Ventilation Panels

f) PV Panels; and

g) any other materials to be used.

The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

REASON: In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.

- 4 CONDITION: Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.

REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.

- 5 CONDITION : Details of any general/security lighting measures shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the approved development.

The details shall include the location and full specification of: all lamps; light levels/spill lamps and support structures where appropriate and hours of operation. The general lighting and security measures shall be carried out strictly in accordance with the details so

approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.

REASON: To ensure that the any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the building.

- 6 CONDITION: The residential units hereby approved shall achieve a Code of Sustainable Homes rating of no less than 'Level 4'.

REASON: In the interest of addressing climate change and to secure sustainable development.

- 7 CONDITION: The biodiversity (green/brown) roof(s) shown across the development on plan numbers shall be:
- a) biodiversity based with extensive substrate base (depth 80-150mm);
  - b) laid out in accordance with plans hereby approved; and
  - c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).

The biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency.

The biodiversity roof(s) shall be carried out strictly in accordance with the details specified, shall be laid out within 3 months of next available appropriate planting season after the construction of the building it is located on and shall be maintained as such thereafter.

REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.

- 8 CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.

The refuse and recycling enclosures and waste shall be managed and carried out at all times in accordance with the details of the approved 'waste management plan'.

REASON: To secure the necessary physical waste enclosures to support the development and to ensure that responsible waste management practices are adhered to.

- 9 CONDITION: The residential dwellings hereby approved within the development, shall be constructed to the standards for flexible homes in Islington ('Accessible Housing in Islington' SPD) and incorporating all Lifetime Homes Standards.

REASON: To secure the provision of flexible, visitable and adaptable homes appropriate to diverse and changing needs.

- 10 CONDITION: At least 2 nesting boxes / bricks for birds or bats shall be provided within the development, installed prior to the first occupation of the building to which they form part and shall be maintained as such thereafter.

REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.

- 11 **CONDITION:** The energy measures as outlined within the submission which shall together provide for no less than a 26% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2010 as detailed within the Sustainable Design and Construction Statement shall be installed and operational prior to the first occupation of the development.

Should, following further assessment, the approved energy measures be found to be no-longer suitable:

a) A revised Energy Strategy, which shall provide for no less than a 25% on-site total CO2 reduction in comparison with total emissions from a building which complies with Building Regulations 2010, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.

The final agreed scheme shall be installed and operation prior to the first occupation of the development.

The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

**REASON:** In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that the CO2 emission reduction targets are met.

- 12 **CONDITION :** For all the approved residential units sound insulation and noise control measures shall be used to achieve the following internal noise targets:

Bedrooms (23.00-07.00 hrs) 30 dB LAeq, and 45 dB Lmax (fast)  
Living Rooms (07.00-23.00 hrs) 35 dB LAeq,  
Kitchens, bathrooms, WC compartments and utility rooms  
(07.00 -23.00 hrs) 45 dB LAeq

Such levels shall be achieved prior to the occupation of the residential units hereby approved and shall be maintained as such thereafter.

**REASON:** To ensure that an appropriate standard of residential accommodation is provided.

- 13 **CONDITION:** For the avoidance of doubt arboricultural works shall be carried out including tree protection, landscape works, tree planting and site supervision as detailed, specified and timed in the approved Arboricultural Impact Assessment.

The tree retention and protection work shall installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.

**REASON:** To protect the health and stability of trees to be retained on the site and to neighbouring sites, and to ensure that a satisfactory standard of visual amenity is provided and maintained.

- 14 **CONDITION:** The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.

**REASON:** To ensure the sustainable use of water in accordance with policy 5.15 of the London Plan 2011, policy Env39 of the Islington Unitary Development Plan 2002 and policy CS10C and G of the Islington Core Strategy 2011.

- 15 **CONDITION:** Notwithstanding the approved plans prior to implementation details of directional windows/obscure glazing/other visual screens and visual screens to ensure that the neighbouring Vicarage is not unduly overlooked shall be submitted to and approved in

writing by the Local Planning Authority for the following locations:

- Roof Terrace for residential unit 6 and 7 (visual screen to be set back a minimum distance of 1.25 metres from rear boundary parapet edge) as shown on approved drawing 422 PA 013 Rev A.
- Windows on rear elevation of residential unit 6 and 7 at first and second floor level as shown on approved drawing 422 PA 030 Rev A.

The details hereby approved shall be installed prior to the first occupation of the development hereby approved and the development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

In the event of the vicarage being demolished the requirement for these measures to prevent overlooking of the vicarage no longer exists and such structures can be removed and the appearance returned or maintained as shown on approved drawings 422 PA 013 Rev A and 422 PA 030 Rev A.

REASON: To prevent undue overlooking of neighbouring habitable room windows and also to ensure that the resulting screening measures are acceptable in terms of its appearance.

- 16 **CONDITION** : Notwithstanding the approved drawings details of two replacement trees (species, size and maturity) for the rear gardens of units 7 and 8 shall be submitted to and approved by the Local Planning Authority prior to the implementation of the development.

Approved replacement trees are required to be planted within the planting season prior to occupation of the residential units.

REASON : In the interests of visual and biodiversity amenity and to provide privacy between the proposed and adjoining residential units.

Your attention is drawn to any **INFORMATIVES** that may be listed below

- 1 You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.
- 2 **DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'**  
A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
- 3 **INFORMATIVE:** Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at [cil@islington.gov.uk](mailto:cil@islington.gov.uk). The Council will then issue a Liability Notice setting out the amount of CIL that is payable.

Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at:

[www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil](http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil)

- 4 **INFORMATIVE: (Car-Free Development)** All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people. Or other exemption under the Council Parking Policy Statement.
- 5 Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
- 6 To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.

A pre-application advice service is also offered and encouraged.

The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF

The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.

- 7 **INFORMATIVE:** Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.

Certified that this document contains a true record of a decision of the Council

Yours faithfully



**KAREN SULLIVAN  
SERVICE DIRECTOR - PLANNING AND DEVELOPMENT  
AND PROPER OFFICER**

## **SUBSEQUENT REQUIREMENTS FOLLOWING THE GRANT OF PERMISSION**

### **1. The Building Acts and Building Regulations**

To ensure compliance with the Building Acts and Building Regulations, you should contact the Building Control Service regarding the development and any intended works.

T: 020 7527 5999

E: [building.control@islington.gov.uk](mailto:building.control@islington.gov.uk)

### **2. Street Naming and Numbering**

If the development results in changes to any postal address or addresses on the site you should contact the Street Naming and Numbering section. Failure to do so can result in delays to conveyancing, the connection of services or the initiation of postal deliveries.

T: 020 7527 2245 / 2611

E: [addressmanagement@islington.gov.uk](mailto:addressmanagement@islington.gov.uk)

### **3. Environmental Health, Trading Standards and Licensing**

You may need to comply with various Acts and therefore you should contact Commercial and/or Residential Environmental Health and/or Trading Standards and/or Licensing. The Licensing Team deal with premises that sell alcohol, provide entertainment, late night refreshment, gambling and special treatments such as beauty therapies, tattoos and saunas.

T: 020 7527 3186 (Commercial/Residential/Trading Standards)

T: 020 7527 3031 (Licensing)

E: [Street.Trading@islington.gov.uk](mailto:Street.Trading@islington.gov.uk)

[Licensing@islington.gov.uk](mailto:Licensing@islington.gov.uk)

[Residential.Envh@islington.gov.uk](mailto:Residential.Envh@islington.gov.uk)

[Commercial.Envh@islington.gov.uk](mailto:Commercial.Envh@islington.gov.uk)

### **4. Inclusive Design and Access for Disabled People**

The London Plan, Islington's Core Strategy and relevant Supplementary Planning Documents and Part M of the Building Regulations require the creation/maintenance of an Inclusive Environment. If you require any further information or advice on the application of the principles of Inclusive Design contact the Inclusive Design officers. Other applicable standards and design guidance are set out in:

- Inclusive Mobility – [www.dft.gov.uk/publications/inclusive-mobility](http://www.dft.gov.uk/publications/inclusive-mobility)
- Approved Document M – Access to and use of buildings
- Islington's Accessible Housing SPD – [http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Publicity/Public-consultation/2011-2012/\(2012-03-03\)-Accessible-Housing-SPD-Adopted-March-09.pdf](http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Publicity/Public-consultation/2011-2012/(2012-03-03)-Accessible-Housing-SPD-Adopted-March-09.pdf)
- Islington's Inclusive Landscape Design SPD - [http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Quality-and-performance/Reporting/2011-2012/\(2012-03-03\)-Inclusive-Landscape-Design-SPD-January-2010.pdf](http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Quality-and-performance/Reporting/2011-2012/(2012-03-03)-Inclusive-Landscape-Design-SPD-January-2010.pdf)
- BS8300:2009 – Design of buildings and their approaches to meet the needs of disabled people.

Regardless of any Planning or Building Regulations approval your client and or future occupant may have duties under the Equalities Act 2010 (which supersedes the Disability Discrimination Act). Those duties include to take all reasonable steps to ensure that disabled person experiences no less favourable treatment, which will involve the elimination of obstructive physical features.

T: 020 7527 2394

E: [planning@islington.gov.uk](mailto:planning@islington.gov.uk)

## 5. Highways

In order to comply with the provisions of the Highways Act, and/or other Highways matters, you should contact Highways Services. Hoardings, scaffolding, skips, overhanging structures, anything on the public highway (tables and chairs for example) are regulated by the Streetworks Team.

T: 020 7527 2000

E: [streetworks@islington.gov.uk](mailto:streetworks@islington.gov.uk)

## 6. Parking Suspensions

In order to secure parking bays for the sole use of contractors on site, you should contact Parking and CCTV Services.

T: 020 7527 1377/6262/6129

E: [parkingsuspensions@islington.gov.uk](mailto:parkingsuspensions@islington.gov.uk)

## 7. Trees

Any trees which are the subject of a Tree Preservation Order or within a conservation area may not be lopped, felled, uprooted or wilfully damaged without permission. Should you wish to undertake any such works contact the Tree Service.

T: 020 7527 2417/2150

E: [treeservice@islington.gov.uk](mailto:treeservice@islington.gov.uk)

## 8. Storage and Collection of Refuse

In order to ensure the intended approach/strategy to refuse, recycling, waste removal is acceptable, you should contact Street Environment Services.

T: 020 7527 2000

E: [contact@islington.gov.uk](mailto:contact@islington.gov.uk)

## 9. Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under the Control of Pollution Act. The normal approved noisy working hours are:

- 08:00 to 18:00 Monday to Friday
- 08:00 to 13:00 Saturday
- No work on Sundays and Public Holidays

If you anticipate any difficulty in carrying out construction works other than within normal working hours (above) and by means that would minimise disturbance to adjoining properties then you should contact the Pollution Project Team.

T: 020 7527 7272

E: [pollution@islington.gov.uk](mailto:pollution@islington.gov.uk)

## 10. Fire Precautions

If you require continued maintenance of fire precautions in existing buildings where no building work is planned contact the London Fire Brigade.

T: 020 8555 1200 (ext: 59163)

A: Eastern Command, Fire Safety Department  
Units 5-6 City Forum  
City Road,  
LONDON EC1V 2FB

## 11. Petrol Storage

To ensure compliance with the Petroleum (Consolidation) Act and for advice on the storage of petroleum spirit or petroleum mixture, you should contact the London Fire and Civil Defence Authority.

T: 020 8555 1200 (ext: 59163)

A: Eastern Command, Fire Safety Department  
Units 5-6 City Forum  
City Road,  
LONDON EC1V 2FB

## **APPLICANT'S RIGHTS FOLLOWING THE GRANT OR REFUSAL OF PERMISSION**

### **1. Appeals to the Secretary of State**

Should you (an applicant/agent) feel aggrieved by the decision of the council to either refuse permission or to grant permission subject to conditions, you can appeal to the Secretary of State for the Department of Communities and Local Government – Section 78 of the Town and Country Planning Act 1990 / Sections 20 and 21 of the Planning (Listed Building and Conservation Areas) Act 1990. Any such appeal must be made within the relevant timescale for the application types noted below, beginning from the date of the decision notice (unless an extended period has been agreed in writing with the council):

- **Six months:** Full (excluding Householder and Minor Commercial applications), listed building, conservation area consent, Section 73 'variation/removal', Section 73 'minor-material amendment', extension of time, and prior approval applications.
- **12 weeks:** Householder planning, Householder prior approval and Minor Commercial applications.
- **8 weeks:** Advertisement consent applications.
- **No timescale:** Certificate of lawful development (existing/proposed) applications.

Where an enforcement notice has been issued the appeal period may be significantly reduced, subject to the following criteria:

- The development proposed by your application is the same or substantially the same as development that is currently the subject of an enforcement notice: **28 days of the date of the application decision.**
- An enforcement notice is served **after the decision on your application** relating to the same or substantially the same land and development as in your application and if you want to appeal against the council's decision you are advised to appeal against the Enforcement Notice and to do so before the Effective Date stated on the Enforcement Notice..

Appeals must be made using the prescribed form(s) of The Planning Inspectorate (PINS) obtained from [www.planning-inspectorate.gov.uk](http://www.planning-inspectorate.gov.uk) or by contacting 03034445000. A copy of any appeal should be sent both to PINS and the council (attn: Planning Appeals Officer).

The Secretary of State can allow a longer period for giving notice of an appeal, but will not normally be prepared to use this power unless there are exceptional/special circumstances. The Secretary of State can refuse to consider an appeal if the council could not have granted planning permission for the proposed development or could not have granted it without the conditions it imposed, having regard to the statutory requirements and provisions of the Development Order and to any direction given under the Order. In practice, it is uncommon for the Secretary of State to refuse to consider appeals solely because the council based its decision on a 'direction given by the Secretary of State'.

### **2. Subsequent Application Fees**

No planning fee would be payable should a revised application be submitted within 12 months of the decision. This 'fee waiver' is permitted only where the new application meets the following criteria:

- the applicant is the same as the applicant of the original application
- site boundary is the same as the site boundary of the original application
- the nature of development remains the same.

### **3. Purchase Notices**

Should either the council or the Secretary of State refuse permission or to grant permission subject to conditions, the owner may claim that the land cannot be put to a reasonably beneficial use in its existing state nor through carrying out of any development which has

been or could be permitted. In such a case, the owner may serve a purchase notice on the council. This notice will require the council to purchase the owner's interest in the land in accordance with the provisions of Part IV of the Town and Country Planning Act 1990 and Section 32 of the Planning (Listed Buildings Conservation Areas) Act 1990.

#### **4. Compensation**

In certain circumstances compensation may be claimed from the council if permission is refused or granted subject to condition(s) by the Secretary of State on appeal or on reference to the Secretary of State. These circumstances are set out in Section 114 and related provisions of the Town and Country Planning Act 1990 and Section 27 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### **5. General Information**

A planning permission does not constitute a listed building consent. Listed building consent is required before any works of development or alteration (internal or external) are undertaken to a building included on the Statutory List of Buildings of Architectural or Historic Interest.

A planning permission does not constitute a conservation area consent. Conservation area consent is required before any demolition works are undertaken to a building/structure within a designated conservation area – being the substantial demolition of a building/structure and/or demolition wall/fence fronting a public highway.

The grant of a permission does not relieve the applicant/developer of the necessity of complying with any local Acts, Regulations, Building By-laws, private legislation, and general statutory provisions in force in the area or modify or affect any personal or restrictive covenants, easements etc., applying to or affecting either the land to which the permission relates or any other land or the rights or any person(s) or authority(s) entitled to benefit thereof or holding an interest in the property.

A development for which permission is granted require new rights over other people's land such as: rights to receive light and air, rights of way, access, freeholder consent, party wall award. In such situations it is appropriate to seek professional advice – please be aware that as such matters relate are private law matters, the council cannot advise you. If planning permission is given in respect of land adjoining land belonging to the council or another public authority, you are advised to consult that authority in its capacity as landowner about your proposals. Examples of land belonging to the council include: Public Parks, Gardens, Housing Estates, Estate Roads and Public Buildings such as Council Offices, Libraries and Swimming Pools.

#### **6. If you require further advice please visits our website at [www.islington.gov.uk](http://www.islington.gov.uk) or contact the Planning Enquiries team on 020 7527 2000.**

# PLANNING DECISION NOTICE



# ISLINGTON

Development Management Service  
 Planning and Development Division  
 Environment & Regeneration Department  
 PO Box 3333  
 222 Upper Street  
 LONDON N1 1YA  
**Case Officer:** Joe Wilson  
**T:** 020 7527 3876  
**E:** [planning@islington.gov.uk](mailto:planning@islington.gov.uk)

HTA Design LLP  
 Dr Riette Oosthuizen  
 106-110 Kentish Town Road  
 London  
 NW1 9PX



**Issue Date:** 10 April 2014  
**Application No:** P2013/4952/FUL

*(Please quote in all correspondence)*

Dear Sir or Madam

## TOWN AND COUNTRY PLANNING ACTS

### BOROUGH COUNCIL'S DECISION: Approve with conditions and legal agreement

Notice is hereby given of the above stated decision of Islington Borough Council, the Local Planning Authority, in pursuance of its powers under the above mentioned Acts and Rules, Orders and Regulations made thereunder, relating to the application / development referred to below, at the location indicated, subject to the condition(s) listed and in accordance with the plans submitted, save insofar as may be otherwise required by the condition(s).

<b>Location:</b>	<b>Site of the Ivy Hall Community Centre and covered Car Park , 300 Holly Park London N4 4BN</b>
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<b>Application Type:</b>	<b>Full Planning (Council's Own)</b>		
<b>Date of Application:</b>	05 December 2013	<b>Application Received:</b>	05 December 2013
<b>Application Valid:</b>	12 December 2013	<b>Application Target:</b>	10 April 2014 (PPA)

### DEVELOPMENT:

The demolition of an existing single storey structure occupied by the Ivy Hall Community Centre (D1 non residential institutions use class) and also used as covered car park to construct a part-two, part-three, part-five storey mixed use building comprising of a new community centre (D1 non residential institutions use class) 1,000 sqm and 23 residential unit (8 x 1B2P flats, 11 x 2B4P flats, and 4 x 3B5P flats).

### PLAN NOS:

442 PA 001; 442 PA 002; 442 PA 003; 442 PA 004; 442 PA 004; 442 PA 005; 442 PA 010 Rev A; 442 PA 011 Rev A; 442 PA 012 Rev B; 442 PA 013 Rev A; 442 PA 014 Rev B; 442 PA 015; 442 PA 020 Rev A; 442 PA 021 Rev A; 442 PA 022 Rev A; 442 PA 024 Rev A; 442 PA 025 Rev A; 442 PA 026 Rev A; 442 PA 027; 442 PA 028 Rev A; 442 PA 029; 442 PA 030 Rev A; 442 PA 031; 442 PA 032 Rev A; 442 PA 033 Rev A; 442 PA 034 Rev A; 442 PA 035 Rev A; 442 PA 036; 442 PA 037; 442 PA 038; 442 PA 039; 442 PA 040; 442 PA 041; C100 Rev P1; DFCP 2090TSP Rev A; DFC P2090 TPP Rev B; Statement of Consultation; eb7 Daylight and Sunlight Report 15/11/13; Transport Statement December 2013; Initial Acoustic Assessment 15/10/13; Planning Statement LBI-HCC-1301; Draft Green Performance Plan 25388; BREEAM Pre-Assessment Estimator Report; Code for Sustainable Homes Pre-Assessment Report 25388; Energy Strategy Report 25388; Arboricultural Impact Assessment Rev B; Design and Access Statement.

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**CONDITIONS:**

- 1 **CONDITION:** The development hereby permitted shall be begun not later than the expiration of three years from the date of this permission.

**REASON:** To comply with the provisions of Section 91(1)(a) of the Town and Country Planning Act 1990 as amended by the Planning and Compulsory Purchase Act 2004 (Chapter 5).

- 2 **CONDITION:** The development hereby approved shall be carried out in accordance with the following approved plans:

442 PA 001; 442 PA 002; 442 PA 003; 442 PA 004; 442 PA 004; 442 PA 005; 442 PA 010 Rev A; 442 PA 011 Rev A; 442 PA 012 Rev B; 442 PA 013 Rev A; 442 PA 014 Rev B; 442 PA 015; 442 PA 020 Rev A; 442 PA 021 Rev A; 442 PA 022 Rev A; 442 PA 024 Rev A; 442 PA 025 Rev A; 442 PA 026 Rev A; 442 PA 027; 442 PA 028 Rev A; 442 PA 029; 442 PA 030 Rev A; 442 PA 031; 442 PA 032 Rev A; 442 PA 033 Rev A; 442 PA 034 Rev A; 442 PA 035 Rev A; 442 PA 036; 442 PA 037; 442 PA 038; 442 PA 039; 442 PA 040; 442 PA 041; C100 Rev P1; DFCP 2090TSP Rev A; DFC P2090 TPP Rev B; Statement of Consultation; eb7 Daylight and Sunlight Report 15/11/13; Transport Statement December 2013; Initial Acoustic Assessment 15/10/13; Planning Statement LBI-HCC-1301; Draft Green Performance Plan 25388; BREEAM Pre-Assessment Estimator Report; Code for Sustainable Homes Pre-Assessment Report 25388; Energy Strategy Report 25388; Arboricultural Impact Assessment Rev B; Design and Access Statement.

**REASON:** To comply with Section 70(1)(a) of the Town and Country Act 1990 as amended and the Reason for Grant and also for the avoidance of doubt and in the interest of proper planning.

- 3 **CONDITION:** Details including drawings at a 1:5 scale and samples of all facing materials used in the development shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure work commencing on the development. The details and samples shall include but not be limited to the following:

a) Facing Brickworks; Sample panels of proposed brickwork to be used showing the colour, texture, facebond and pointing shall be provided. Full Bricks Shall be used and unless otherwise approved by the Local Planning Authority shall be laid in Flemish bond, pointing shall be flush or slightly recessed.

b) Composite Windows (Reveal depth of a minimum of 130mm where not within a balcony unless otherwise agreed by the local planning authority);

c) Balcony Materials; and

d) any other materials to be used.

The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

**REASON:** In the interest of securing sustainable development and to ensure that the resulting appearance and construction of the development is of a high standard.

- 4 **CONDITION:** Notwithstanding the plans hereby approved, no plumbing, down pipes, rainwater pipes or foul pipes other than those shown on the approved plans shall be located to the external elevations of buildings hereby approved without obtaining express planning consent unless submitted to and approved in writing by the local planning authority as part of discharging this condition.

REASON: The Local Planning Authority considers that such plumbing and pipes would potentially detract from the appearance of the building and undermine the current assessment of the application.

- 5 CONDITION: Details of any general/security lighting measures shall be submitted to and approved in writing by the Local Planning Authority prior to the commencement of the approved development.

The details shall include the location and full specification of: all lamps; light levels/spill lamps and support structures where appropriate and hours of operation. The general lighting and security measures shall be carried out strictly in accordance with the details so approved, shall be installed prior to occupation of the development and shall be maintained as such thereafter.

REASON: To ensure that the any resulting general or security lighting is appropriately located, designed do not adversely impact neighbouring residential amenity and are appropriate to the overall design of the building.

- 6 CONDITION: The residential units hereby approved shall achieve a Code of Sustainable Homes rating of no less than 'Level 4'.

REASON: In the interest of addressing climate change and to secure sustainable development.

- 7 CONDITION: The biodiversity (green/brown) roof(s) shall be:

- a) biodiversity based with extensive substrate base (depth 80-150mm);
- b) laid out in accordance with plans 442 PA 015, 44 PA 011, 4420PA 012, 442 PA 013 hereby approved; and
- c) planted/seeded with a mix of species within the first planting season following the practical completion of the building works (the seed mix shall be focused on wildflower planting, and shall contain no more than a maximum of 25% sedum).

Except where identified as Community Roof Garden, the biodiversity (green/brown) roof shall not be used as an amenity or sitting out space of any kind whatsoever and shall only be used in the case of essential maintenance or repair, or escape in case of emergency. The green/brown roof shall extend underneath any PV array located on the roof space.

The biodiversity roof(s) shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

REASON: To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.

- 8 CONDITION: The community centre hereby approved shall achieve a BREEAM New Construction rating (2011) of no less than 'Excellent'.

REASON: In the interest of addressing climate change and to secure sustainable development.

- 9 CONDITION: The dedicated refuse / recycling enclosure(s) shown on the approved plans shall be provided prior to the first occupation of the development hereby approved and shall be maintained as such thereafter.

REASON: To secure the necessary physical waste enclosures to support the development

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and to ensure that responsible waste management practices are adhered to.

- 10 **CONDITION:** Details of bicycle storage area(s) which shall be covered, secure and provide for no less than 42 bicycle spaces for the residential units and 5 spaces for the community centre unless otherwise agreed by the Local Planning Authority shall be submitted and approved by the local planning authority and implemented prior to the first occupation of the development hereby approved and maintained as such thereafter.

**REASON:** To ensure adequate cycle parking is available and easily accessible on site and to promote sustainable modes of transport.

- 11 **CONDITION:** The residential dwellings hereby approved within the development, shall be constructed to the standards for flexible homes in Islington ('Accessible Housing in Islington' SPD) and incorporating all Lifetime Homes Standards.

**REASON:** To secure the provision of flexible, visitable and adaptable homes appropriate to diverse and changing needs.

- 12 **CONDITION:** Details of bird and bat nesting boxes / bricks / shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.

No less than 2 bat and 3 bird nesting boxes / bricks shall be provided and the details shall include the exact location, specification and design of the habitats, and be in accordance with the Ecologist's recommendations.

The nesting boxes / bricks shall be provided strictly in accordance with the details so approved, installed prior to the first occupation of the building to which they form part or the first use of the space in which they are contained and shall be maintained as such thereafter.

**REASON:** To ensure the development provides the maximum possible provision towards creation of habitats and valuable areas for biodiversity.

- 13 **CONDITION:** Notwithstanding the submitted Energy Strategy a revised Energy Strategy, which shall provide for no less than a 30% or alternatively agreed highest attainable on-site total CO<sub>2</sub> reduction in comparison with total emissions from a building which complies with Building Regulations 2010, shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.

The development shall be carried out strictly in accordance with the approved revised Energy Strategy and maintained as such thereafter.

**REASON:** In the interest of sustainable development and to ensure that the Local Planning Authority may be satisfied that the CO<sub>2</sub> emission reduction targets are met.

- 14 **CONDITION :** For all the approved residential units sound insulation and noise control measures shall be used to achieve the following internal noise targets:

Bedrooms (23.00-07.00 hrs) 30 dB LAeq, and 45 dB Lmax (fast)  
Living Rooms (07.00-23.00 hrs) 35 dB LAeq,  
Kitchens, bathrooms, WC compartments and utility rooms  
(07.00 -23.00 hrs) 45 dB LAeq

Such levels shall be achieved prior to the occupation of the residential units hereby approved and shall be maintained as such thereafter.

**REASON:** To ensure that an appropriate standard of residential accommodation is provided.

- 15 **CONDITION:** No development (including demolition works) shall take place on site unless and until protective hoardings have been installed around the trees to be retained as outlined in the approved documents. Tree protecting fencing shall consist of a rigid 2.4 metre OSB, exterior grade ply high sterling board hoarding or weld mesh. Protection/retention shall be in accordance with BS 5837, 2005 'Trees in Relation to Construction'. Heras fencing in concrete, rubber or similar foot plates is not acceptable as a form of tree root protection.

The tree retention and protection shall installed/carried out prior to works commencing on site, and shall be maintained for the duration of the works.

**REASON:** To protect the health and stability of trees to be retained on the site and to neighbouring sites, and to ensure that a satisfactory standard of visual amenity is provided and maintained.

- 16 **CONDITION:** The development shall be designed to achieve a water use target of no more than 95 litres per person per day, including by incorporating water efficient fixtures and fittings.

**REASON:** To ensure the sustainable use of water in accordance with policy 5.15 of the London Plan 2011, policy Env39 of the Islington Unitary Development Plan 2002 and policy CS10C and G of the Islington Core Strategy 2011.

- 17 **CONDITION:** Details of passive design and other measures incorporated within the scheme to ensure adaptation to higher temperatures (taking climate change projections into account) whilst minimising cooling demand should be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.

These details shall include:

- a) the results of thermal modelling of the development under the higher future temperatures projected as a result of climate change to demonstrate that the likelihood of high internal temperatures during hot weather has been minimised;
- b) Proposed mitigation measures to address any potential overheating issues identified in (a) above.

The mitigation measures subsequently approved shall be carried out strictly in accordance with the details so approved, and shall be operational prior to the first occupation of the development hereby approved and maintained as such thereafter.

**REASON:** In the interest of adapting to climate change and to secure sustainable development.

- 18 **CONDITION:** Details of a drainage strategy for a sustainable urban drainage system shall be submitted to and approved in writing by the Local Planning Authority prior to any superstructure works commencing on site.

The details shall be based on an assessment of the potential for disposing of surface water by means of appropriate sustainable drainage systems and be designed to maximise water quality, amenity and biodiversity benefits.

The submitted details shall include the scheme's peak runoff rate and storage volume and demonstrate how the scheme will aim to achieve a greenfield run off rate (8L/sec/ha) and at minimum achieve a post development run off rate of 50L/ha/sec.

The approved drainage system shall be installed/operational prior to the first occupation of the development and the development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

REASON: To ensure that sustainable management of water and to minimise the potential for surface level and other forms of flooding.

- 19 CONDITION: Full particulars and details of a scheme for sound insulation between the proposed community centre use and residential use of the building shall be submitted to and approved in writing by the Local Planning Authority within 3 months of implementation.

The sound insulation and noise control measures shall be carried out strictly in accordance with the details so approved, shall be implemented prior to the first occupation of the development hereby approved, and shall be maintained as such thereafter.

REASON: To ensure that an appropriate standard of residential accommodation is provided.

- 20 CONDITION : The design and installation of new items of fixed plant shall be such that when operating the cumulative noise level LAeq Tr arising from the proposed plant, measured or predicted at 1m from the facade of the nearest noise sensitive premises, shall be a rating level of at least 5dB(A) below the background noise level LAF90 Tbg. The measurement and/or prediction of the noise should be carried out in accordance with the methodology contained within BS 4142: 1997.

REASON: To ensure that an appropriate standard of residential accommodation is provided.

- 21 CONDITION : A Construction Environmental Management Plan assessing the environmental impacts (including (but not limited to) noise, air quality including dust, smoke and odour, vibration and TV reception) of the development shall be submitted to and approved in writing by the Local Planning Authority prior to any works commencing on site.

The report shall assess impacts during the construction phase of the development on nearby residents and other occupiers together with means of mitigating any identified impacts.

The development shall be carried out strictly in accordance with the details so approved and no change therefrom shall take place without the prior written consent of the Local Planning Authority.

REASON: To protect the amenities of surrounding residents during the construction of the development.

- 22 CONDITION: Landscaping works and tree planting as shown in the approved plans including the provision of permeable surfaces to provide sustainable urban drainage shall be completed / planted during the first planting season following practical completion of the development hereby approved.

The landscaping and tree planting shall have a two year maintenance / watering provision following planting and any existing tree shown to be retained or trees or shrubs to be planted as part of the approved landscaping scheme which are removed, die, become severely damaged or diseased within five years of completion of the development shall be replaced with the same species or an approved alternative to the satisfaction of the Local Planning Authority within the next planting season.

REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory standard of visual amenity is provided and maintained.

- 23 CONDITION: A management plan for the community centre including details of hours of operation, refuse/waste management and delivery and servicing of the facility shall be submitted to and approved in writing by the Local Planning Authority prior to the first occupation of the community use hereby approved.

The development shall be constructed and operated strictly in accordance with the details so approved and shall be maintained as such thereafter.

REASON: To ensure that the amenities of surrounding occupiers are protected.

- 24 **CONDITION:** Notwithstanding any other plans or documents hereby approved, permission is hereby granted only for the removal of the trees as detailed within the 'Arboricultural Implications Assessment' and marked T40, T8 and T9.

For the avoidance of doubt no permission is hereby granted for the removal on any other trees noted for retention within the above report and drawing shall be retained as indicated.

REASON: In the interest of the protection of trees and to safeguard visual amenities in accordance with policy 3D.15 of the London.

- 25 **CONDITION:** The three disabled parking bays hereby approved shall be constructed and available for use prior to the first occupation of the development and shall be appropriately line-marked and thereafter kept available for their intended use at all times.

At least 1 bay shall be made available for the eligible use of users/staff of the Community Centre and 2 bays available for the wheelchair accessible housing units hereby approved within the residential development.

REASON: In the interests of accessibility and equality.

- 26 **CONDITION:** All lifts serving the development hereby approved shall be installed and operational prior to the first occupation of the residential dwellings or community centre hereby approved.

The development shall be carried out strictly in accordance with the details so approved and shall be maintained as such thereafter.

REASON: In the interests of accessibility and equality.

- 27 **CONDITION:** The two (2) wheelchair accessible dwellings as identified within the approved plans shall be provided prior to the first occupation of the development.

For the avoidance of doubt and notwithstanding the Wheelchair Unit Schedule of Accommodation these units shall be provided as wheelchair accessible.

REASON: To secure provision of the appropriate number of wheelchair accessible units in a timely fashion and to: address the backlog of and current unmet accommodation needs; produce a sustainable mix of accommodation; and provide appropriate choices and housing opportunities for wheelchair users and their families, in accordance with policy 7.2 of the London Plan 2011 policy CS12H of the Islington Core Strategy 2011 and the Accessible Housing in Islington SPD 2009.

- 28 **CONDITION:** No site clearance, preparatory work or development shall take place until a scheme for the protection of the retained trees (the tree protection plan, TPP) and the appropriate working methods (the arboricultural method statement, AMS) in accordance with Clause 7 of British Standard BS 5837 2012 'Trees in Relation to Demolition, Design and Construction' has been submitted to and approved in writing by the local planning authority.

Development shall be carried out in accordance with the approved details.

REASON: In the interest of biodiversity, sustainability, and to ensure that a satisfactory

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standard of visual amenity.

Your attention is drawn to any **INFORMATIVES** that may be listed below

- 1 You are advised that this permission has been granted subject to the completion of a director level agreement to secure agreed planning obligations.
- 2 **DEFINITION OF 'SUPERSTRUCTURE' AND 'PRACTICAL COMPLETION'**  
A number of conditions attached to this permission have the time restrictions 'prior to superstructure works commencing on site' and/or 'following practical completion'. The council considers the definition of 'superstructure' as having its normal or dictionary meaning, which is: the part of a building above its foundations. The council considers the definition of 'practical completion' to be: when the work reaches a state of readiness for use or occupation even though there may be outstanding works/matters to be carried out.
- 3 **INFORMATIVE:** Under the terms of the Planning Act 2008 (as amended) and Community Infrastructure Levy Regulations 2010 (as amended), this development is liable to pay the Mayor of London's Community Infrastructure Levy (CIL). This will be calculated in accordance with the Mayor of London's CIL Charging Schedule 2012. One of the development parties must now assume liability to pay CIL by submitting an Assumption of Liability Notice to the Council at [cil@islington.gov.uk](mailto:cil@islington.gov.uk). The Council will then issue a Liability Notice setting out the amount of CIL that is payable.

Failure to submit a valid Assumption of Liability Notice and Commencement Notice prior to commencement of the development may result in surcharges being imposed. The above forms can be found on the planning portal at:

[www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil](http://www.planningportal.gov.uk/planning/applications/howtoapply/whattosubmit/cil)

- 4 **INFORMATIVE:** (Car-Free Development) All new developments are car free in accordance with Policy CS10 of the Islington Core Strategy 2011. This means that no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits for controlled parking zones, except for parking needed to meet the needs of disabled people. Or other exemption under the Council Parking Policy Statement.
- 5 Thames Water will aim to provide customers with a minimum pressure of 10m head (approx 1 bar) and a flow rate of 9 litres/minute at the point where it leaves Thames Waters pipes. The developer should take account of this minimum pressure in the design of the proposed development.
- 6 To assist applicants in a positive manner, the Local Planning Authority has produced policies and written guidance, all of which are available on the Council's website.

A pre-application advice service is also offered and encouraged.

The LPA and the applicant have worked positively and proactively in a collaborative manner through both the pre-application and the application stages to deliver an acceptable development in accordance with the requirements of the NPPF

The LPA delivered the decision in a timely manner in accordance with the requirements of the NPPF.

- 7 **INFORMATIVE:** Materials procured for the development should be selected to be sustainably sourced and otherwise minimise their environmental impact, including through maximisation of recycled content, use of local suppliers and by reference to the BRE's Green Guide Specification.

Certified that this document contains a true record of a decision of the Council

Yours faithfully

A handwritten signature in black ink that reads "Karen Sullivan". The signature is written in a cursive style with a horizontal line underneath the name.

**KAREN SULLIVAN  
SERVICE DIRECTOR - PLANNING AND DEVELOPMENT  
AND PROPER OFFICER**

## **SUBSEQUENT REQUIREMENTS FOLLOWING THE GRANT OF PERMISSION**

### **1. The Building Acts and Building Regulations**

To ensure compliance with the Building Acts and Building Regulations, you should contact the Building Control Service regarding the development and any intended works.

T: 020 7527 5999

E: [building.control@islington.gov.uk](mailto:building.control@islington.gov.uk)

### **2. Street Naming and Numbering**

If the development results in changes to any postal address or addresses on the site you should contact the Street Naming and Numbering section. Failure to do so can result in delays to conveyancing, the connection of services or the initiation of postal deliveries.

T: 020 7527 2245 / 2611

E: [addressmanagement@islington.gov.uk](mailto:addressmanagement@islington.gov.uk)

### **3. Environmental Health, Trading Standards and Licensing**

You may need to comply with various Acts and therefore you should contact Commercial and/or Residential Environmental Health and/or Trading Standards and/or Licensing. The Licensing Team deal with premises that sell alcohol, provide entertainment, late night refreshment, gambling and special treatments such as beauty therapies, tattoos and saunas.

T: 020 7527 3186 (Commercial/Residential/Trading Standards)

T: 020 7527 3031 (Licensing)

E: [Street.Trading@islington.gov.uk](mailto:Street.Trading@islington.gov.uk)

[Licensing@islington.gov.uk](mailto:Licensing@islington.gov.uk)

[Residential.Envh@islington.gov.uk](mailto:Residential.Envh@islington.gov.uk)

[Commercial.Envh@islington.gov.uk](mailto:Commercial.Envh@islington.gov.uk)

### **4. Inclusive Design and Access for Disabled People**

The London Plan, Islington's Core Strategy and relevant Supplementary Planning Documents and Part M of the Building Regulations require the creation/maintenance of an Inclusive Environment. If you require any further information or advice on the application of the principles of Inclusive Design contact the Inclusive Design officers. Other applicable standards and design guidance are set out in:

- Inclusive Mobility – [www.dft.gov.uk/publications/inclusive-mobility](http://www.dft.gov.uk/publications/inclusive-mobility)
- Approved Document M – Access to and use of buildings
- Islington's Accessible Housing SPD – [http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Publicity/Public-consultation/2011-2012/\(2012-03-03\)-Accessible-Housing-SPD-Adopted-March-09.pdf](http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Publicity/Public-consultation/2011-2012/(2012-03-03)-Accessible-Housing-SPD-Adopted-March-09.pdf)
- Islington's Inclusive Landscape Design SPD - [http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Quality-and-performance/Reporting/2011-2012/\(2012-03-03\)-Inclusive-Landscape-Design-SPD-January-2010.pdf](http://www.islington.gov.uk/publicrecords/library/Environmental-protection/Quality-and-performance/Reporting/2011-2012/(2012-03-03)-Inclusive-Landscape-Design-SPD-January-2010.pdf)
- BS8300:2009 – Design of buildings and their approaches to meet the needs of disabled people.

Regardless of any Planning or Building Regulations approval your client and or future occupant may have duties under the Equalities Act 2010 (which supersedes the Disability Discrimination Act). Those duties include to take all reasonable steps to ensure that disabled person experiences no less favourable treatment, which will involve the elimination of obstructive physical features.

T: 020 7527 2394

E: [planning@islington.gov.uk](mailto:planning@islington.gov.uk)

### **5. Highways**

In order to comply with the provisions of the Highways Act, and/or other Highways matters, you should contact Highways Services. Hoardings, scaffolding, skips, overhanging

structures, anything on the public highway (tables and chairs for example) are regulated by the Streetworks Team.

T: 020 7527 2000

E: [streetworks@islington.gov.uk](mailto:streetworks@islington.gov.uk)

## 6. Parking Suspensions

In order to secure parking bays for the sole use of contractors on site, you should contact Parking and CCTV Services.

T: 020 7527 1377/6262/6129

E: [parkingsuspensions@islington.gov.uk](mailto:parkingsuspensions@islington.gov.uk)

## 7. Trees

Any trees which are the subject of a Tree Preservation Order or within a conservation area may not be lopped, felled, uprooted or wilfully damaged without permission. Should you wish to undertake any such works contact the Tree Service.

T: 020 7527 2417/2150

E: [treeservice@islington.gov.uk](mailto:treeservice@islington.gov.uk)

## 8. Storage and Collection of Refuse

In order to ensure the intended approach/strategy to refuse, recycling, waste removal is acceptable, you should contact Street Environment Services.

T: 020 7527 2000

E: [contact@islington.gov.uk](mailto:contact@islington.gov.uk)

## 9. Nuisance from Construction Work

Nuisance from demolition and construction works is subject to control under the Control of Pollution Act. The normal approved noisy working hours are:

- 08:00 to 18:00 Monday to Friday
- 08:00 to 13:00 Saturday
- No work on Sundays and Public Holidays

If you anticipate any difficulty in carrying out construction works other than within normal working hours (above) and by means that would minimise disturbance to adjoining properties then you should contact the Pollution Project Team.

T: 020 7527 7272

E: [pollution@islington.gov.uk](mailto:pollution@islington.gov.uk)

## 10. Fire Precautions

If you require continued maintenance of fire precautions in existing buildings where no building work is planned contact the London Fire Brigade.

T: 020 8555 1200 (ext: 59163)

A: Eastern Command, Fire Safety Department  
Units 5-6 City Forum  
City Road,  
LONDON EC1V 2FB

## 11. Petrol Storage

To ensure compliance with the Petroleum (Consolidation) Act and for advice on the storage of petroleum spirit or petroleum mixture, you should contact the London Fire and Civil Defence Authority.

T: 020 8555 1200 (ext: 59163)

A: Eastern Command, Fire Safety Department  
Units 5-6 City Forum  
City Road,  
LONDON EC1V 2FB

## **APPLICANT'S RIGHTS FOLLOWING THE GRANT OR REFUSAL OF PERMISSION**

### **1. Appeals to the Secretary of State**

Should you (an applicant/agent) feel aggrieved by the decision of the council to either refuse permission or to grant permission subject to conditions, you can appeal to the Secretary of State for the Department of Communities and Local Government – Section 78 of the Town and Country Planning Act 1990 / Sections 20 and 21 of the Planning (Listed Building and Conservation Areas) Act 1990. Any such appeal must be made within the relevant timescale for the application types noted below, beginning from the date of the decision notice (unless an extended period has been agreed in writing with the council):

- **Six months:** Full (excluding Householder and Minor Commercial applications), listed building, conservation area consent, Section 73 'variation/removal', Section 73 'minor-material amendment', extension of time, and prior approval applications.
- **12 weeks:** Householder planning, Householder prior approval and Minor Commercial applications.
- **8 weeks:** Advertisement consent applications.
- **No timescale:** Certificate of lawful development (existing/proposed) applications.

Where an enforcement notice has been issued the appeal period may be significantly reduced, subject to the following criteria:

- The development proposed by your application is the same or substantially the same as development that is currently the subject of an enforcement notice: **28 days of the date of the application decision.**
- An enforcement notice is served **after the decision on your application** relating to the same or substantially the same land and development as in your application and if you want to appeal against the council's decision you are advised to appeal against the Enforcement Notice and to do so before the Effective Date stated on the Enforcement Notice..

Appeals must be made using the prescribed form(s) of The Planning Inspectorate (PINS) obtained from [www.planning-inspectorate.gov.uk](http://www.planning-inspectorate.gov.uk) or by contacting 03034445000. A copy of any appeal should be sent both to PINS and the council (attn: Planning Appeals Officer).

The Secretary of State can allow a longer period for giving notice of an appeal, but will not normally be prepared to use this power unless there are exceptional/special circumstances. The Secretary of State can refuse to consider an appeal if the council could not have granted planning permission for the proposed development or could not have granted it without the conditions it imposed, having regard to the statutory requirements and provisions of the Development Order and to any direction given under the Order. In practice, it is uncommon for the Secretary of State to refuse to consider appeals solely because the council based its decision on a 'direction given by the Secretary of State'.

### **2. Subsequent Application Fees**

No planning fee would be payable should a revised application be submitted within 12 months of the decision. This 'fee waiver' is permitted only where the new application meets the following criteria:

- the applicant is the same as the applicant of the original application
- site boundary is the same as the site boundary of the original application
- the nature of development remains the same.

### **3. Purchase Notices**

Should either the council or the Secretary of State refuse permission or to grant permission subject to conditions, the owner may claim that the land cannot be put to a reasonably beneficial use in its existing state nor through carrying out of any development which has been or could be permitted. In such a case, the owner may serve a purchase notice on the council. This notice will require the council to purchase the owner's interest in the land in

accordance with the provisions of Part IV of the Town and Country Planning Act 1990 and Section 32 of the Planning (Listed Buildings Conservation Areas) Act 1990.

#### **4. Compensation**

In certain circumstances compensation may be claimed from the council if permission is refused or granted subject to condition(s) by the Secretary of State on appeal or on reference to the Secretary of State. These circumstances are set out in Section 114 and related provisions of the Town and Country Planning Act 1990 and Section 27 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

#### **5. General Information**

A planning permission does not constitute a listed building consent. Listed building consent is required before any works of development or alteration (internal or external) are undertaken to a building included on the Statutory List of Buildings of Architectural or Historic Interest.

A planning permission does not constitute a conservation area consent. Conservation area consent is required before any demolition works are undertaken to a building/structure within a designated conservation area – being the substantial demolition of a building/structure and/or demolition wall/fence fronting a public highway.

The grant of a permission does not relieve the applicant/developer of the necessity of complying with any local Acts, Regulations, Building By-laws, private legislation, and general statutory provisions in force in the area or modify or affect any personal or restrictive covenants, easements etc., applying to or affecting either the land to which the permission relates or any other land or the rights or any person(s) or authority(s) entitled to benefit thereof or holding an interest in the property.

A development for which permission is granted require new rights over other people's land such as: rights to receive light and air, rights of way, access, freeholder consent, party wall award. In such situations it is appropriate to seek professional advice – please be aware that as such matters relate are private law matters, the council cannot advise you. If planning permission is given in respect of land adjoining land belonging to the council or another public authority, you are advised to consult that authority in its capacity as landowner about your proposals. Examples of land belonging to the council include: Public Parks, Gardens, Housing Estates, Estate Roads and Public Buildings such as Council Offices, Libraries and Swimming Pools.

- 6. If you require further advice please visit our website at [www.islington.gov.uk](http://www.islington.gov.uk) or contact the Planning Enquiries team on 020 7527 2000.**



## Resident Impact Assessment

**Title of policy, procedure, function, service activity or financial decision:**

**Service Area:**

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

**This assessment is not related to a policy, strategy or plan. It is in relation to the proposed implementation of a planning permission for the Hanley Crouch Scheme P2013/4924/FUL : Construction of 8 x 4bd Houses on the Hanley Crouch Site and is part of Islington's New Homes Programme.**

**Background:**

The Hanley Crouch Scheme is a part of the Ivy Hall Scheme. The Ivy Hall scheme required the demolition of an existing single storey structure occupied by the Ivy Hall Community Centre (D1 non-residential institutions use class) and also used as covered car park. The redeveloped site at Ivy Hall consisted of a part-two, part-three, part-five storey mixed use building comprising of a new community centre (D1 non-residential institutions use class 1,000 sqm) and 23 residential (8 x 1B2P flats, 11x 2B4P flats, and 4 x 3B5P flats) which are all for social rented housing and comprises of 100% of the Affordable Housing provision.

The planning committee resolved on 3 April 2014 to grant planning permission for both developments being ref: P2013/4952/Ful for the Ivy Hall Scheme and P2013/4924/Ful for the Hanley Crouch Scheme. Both the Ivy Hall and Hanley Crouch Schemes are linked and inter-dependent and development conditions are made in a combined letter of undertaking by the Director of Housing in the form of a section 106 agreement as amended by a variation Directors Letter for Hanley Crouch dated 20 December 2016. The description, reason and manner of this dependency is explained below.

The Hanley Crouch Scheme is the second phase of both developments and allows for the provision of 8 new residential units for sale at market value, the receipts of which would contribute to the funding for the redevelopment of Ivy Hall and its carpark. Without the sales receipts the Ivy Hall Scheme would be unviable. To ensure that the sales receipt for the Hanley Crouch scheme would be used to provide funding for the Ivy Hall scheme, the planning consent P2013/4924/FUL for the Hanley Crouch Scheme was strictly conditional upon the Council obtaining planning consent for an 5d actual redevelopment and occupation of the Ivy Hall Scheme prior to the demolition of the Hanley Crouch Site.

## 2. Resident Profile

Who is going to be impacted by this change i.e. residents/service users/tenants? Please complete data for your service users. If your data does not fit into the categories in this table, please copy and paste your own table in the space below. Please refer to **section 3.3** of the guidance for more information.

		Borough profile	Service User profile
		Total: 206,285	Total:
	Female	51%	55%
	Male	49%	45%
Age	Under 16	32,825	17%
	16-24	29,418	12%
	25-44	87,177	33%
	45-64	38,669	25
	65+	18,036	13%
Disability	Disabled	16%	35
	Non-disabled	84%	65
Sexual orientation	LGBT	No data	3
	Heterosexual/straight	No data	97
Race	BME	52%	50
	White	48%	50
Religion or belief	Christian	40%	42
	Muslim	10%	16
	Other	4.5%	3
	No religion	30%	16
	Religion not stated	17%	23

## 3. Equality impacts

With reference to the [guidance](#), please describe what are the equality and socio-economic impacts for residents and what are the opportunities to challenge prejudice or promote understanding?

- Is the change likely to be discriminatory in any way for people with any of the protected characteristics? There are no changes that have been identified that will be discriminatory towards people that live in the area.

- Is the proposal likely to have a negative impact on equality of opportunity for people with protected characteristics? **No.**
- Are there any opportunities for advancing equality of opportunity for people with protected characteristics? **Yes, there are 3 main elements which are:**
- **1. Provision of the new much larger Brickworks Community Centre:**
- The Hanley Crouch Community centre 'The Laundry' has been replaced by a new 1000msq community centre: Brickworks at 42 Crouch Hill which is a distance of 0.3km from where the Laundry centre was once situated. The new much larger centre is a fully accessible centre for the whole of the tollington ward. Facilities include a reception office, large communal foyer area, café with seating area, meeting rooms, kitchens, a sports hall, children's play spaces, a nursery provider with external play space, 2 therapy rooms, 2 offices for community organisations, a roof garden and music room. Brickworks also boasts a special "Changing places" toilet, which provides additional facilities such as a hoist, a changing bench and a shower for people with profound and multiple disabilities, beyond those usually found in a standard accessible toilet
- A range of energy and environmental improvements and benefits are included in the new building to minimise longer-term running costs, and has: achieved a BREEAM rating of Excellent, creates natural benefits through landscaping, species protection, along with photo-voltaic cells, communal heating, increased insulation and rainwater harvesting as examples of energy efficiency methods being built in.
- There will be greater opportunities for co-location of services and staffing, and due to the design of the building, greater flexibility for use of the community centre spaces, to provide facilities and services for the community, during the day and evening, seven days a week.
- **2: Provision of 23 New Homes for social rent on the Ivy Hall site including 2 wheelchair units.** These new homes have all been allocated via the Council's Local lettings Strategy to council residents living on the adjacent estate of which some would have had one or more of the protected characteristics. The new homes will be either fully accessible on the ground floor or accessible by lift for the upper floors. The new homes are also connected to a communal heating plant and fully insulated reducing heating bills. The new homes are also linked to an entryphone system improving security to their homes
- **3: Construction of 8 X 4bd houses for Private Sale providing large family accommodation on the Hanley Crouch site which will be available on the open market on completion.**

- Is the proposal likely to have a negative impact on good relations between communities with protected characteristics and the rest of the population in Islington? Are there any opportunities for fostering good relations?
  - Like any new development, construction will result in noise, dust and inconvenience to residents adjacent to the construction site. For the Hanley Crouch site, we have identified residents in the immediate vicinity on which the building works will impact and have discussed this element with them. We have also inserted some additional clauses into the building contract to minimise the amount of potential inconvenience should these be required. The contractor will also be required to sign to the Considerate Contractor Scheme to work with the Council and residents to minimise any inconvenience to neighbouring residents. The contractor will also be asked to provide regular newsletters so that the residents affected are kept up to date with the progress of the new development. There will also be a comment book held on site for any resident to register any comments or complaints for LBI's action.
  - Is the proposal a strategic decision where inequalities associated with socio-economic disadvantage can be reduced?
  - Islington's vision for housing as laid down in the Housing Strategy 2014 – 2019 is to make sure everyone in Islington has a place to live that is affordable, decent and secure. Secure and affordable housing is recognised as an enabler. Housing has an important role in shaping healthy places, preventing ill health, supporting residents into work and tackling child poverty. The council has a corporate objective to deliver 550 new council homes by 2022. The delivery of the Hanley Crouch Scheme is part of Islington's Corporate objective to deliver New Homes.
-

## 4. Safeguarding and Human Rights impacts

### a) Safeguarding risks and Human Rights breaches

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

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

## 5. Action

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

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

Action	Responsible person or team	Deadline
Minimise implications of construction nuisance	LBI, Employers Agent and selected Building contractor	May 2019 and on going through out building contract.

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:



Signed: \_\_\_\_\_

Date: 17/01/2019

Head of Service or higher:



Signed: \_\_\_\_\_

Date: 17/01/2019

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Housing and Adult Social Services  
222 Upper Street, London N1 1XR

### Report of: Executive Member for Health and Social Care

<b>Meeting of:</b>	<b>Date:</b>	<b>Ward(s):</b>
Executive	21 March 2019	All

<b>Delete as appropriate</b>	Exempt	Non-exempt
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### THE APPENDIX TO THIS REPORT IS NOT FOR PUBLICATION

### SUBJECT: Contract Award for Mental Health Recovery Pathway

#### 1. Synopsis

- 1.1 This report summarises the outcome of a procurement process for a Mental Health Recovery Pathway. This includes a suite of four services to help Islington adult residents who are in need of support to enable a recovery from a mental illness and develop greater self-management of their mental health. These services have been redesigned to provide more flexible and personalised support that is responsive to fluctuating needs, and builds a more strength-based approach to support, focusing on people's strengths, assets and interests. The new pathway will be more focussed on developing a peer support network, as well as supporting people to establish community connections and reduce social isolation.
- 1.2 The Executive agreed the procurement strategy for this tender in October 2018. The Executive is now asked to agree the outcome of the procurement process.

#### 2. Recommendations

- 2.1 To approve the award of a contract to Islington Mind to deliver the Mental Health Recovery Pathway.
- 2.2 To note that it is anticipated the new service will commence 1 June 2019, for a period of three years with the option of two 12-month extensions. The annual value is £1,080,514. The total contract value including all extension periods is £5,402,570.

### **3. Background**

- 4.1 The contract to be awarded is for the delivery of a Mental Health Recovery Pathway; a suite of four services to help Islington adult residents who are in need of support to enable a recovery from a mental illness and develop greater self-management of their mental health.
- 4.2 Community mental health recovery services in scope of this procurement are currently delivered through five contracts. The re-procurement has rationalised these contracts into one.

The new pathway contains the following four elements:

#### 1. Day opportunities

The day opportunities service will focus on the development of a peer support network. This will include the recruitment of peers and volunteers, development of a progression pathway for service users to find volunteering and employment opportunities, and a programme of peer and volunteer-led events and activities across the community.

The service will support people to access community resources, provide a structured programme of activities and interventions, as well as drop-in sessions, to help reduce social isolation, support recovery, and give people the tools they need to be more resilient and better able to manage their mental health.

The growth of peer support and recovery networks are important as a more effective, sustainable and less institutional way to provide support. As a result, they are known to increase self-esteem, resilience, and self-worth. The service will provide information and advice about the wider mental health system and help people to access community resources. Access to the service will be straightforward without the need for a referral, and those with greater needs will be supported with a tailored package of support.

#### 2. Recovery out of hours' service

The service will provide an evening and weekend service offering social, practical and emotional support delivered by people who have lived experience. This will be underpinned by an approach that builds on peoples' strengths and focuses on their recovery enabling them to build community connections and recovery skills.

#### 3. Intensive psycho-social support

This will provide structured, time-limited support (up to 12 months), addressing psychological and social needs through more intensive one-to-one key working, group work, counselling and therapeutic interventions. People using the service will have individual care plans which will support them to maintain their recovery in the community. People accessing day opportunities can step up to more intensive support to prevent a hospital admission or those in an inpatient setting or crisis house may step down to this type of support.

#### 4. Reablement Service

This service will provide short term (up to 8 weeks), intensive support to a person within their home. It supports people to make connections in their local area, to develop support networks, and to develop or re-establish the practical skills they need to help them maintain their independence in their own home. The service supports people who are stepping down from an inpatient setting or crisis services.

We have worked closely with people who currently use mental health services over the past two years to ensure that we understand what matters to them. Therefore, we have a clear picture of what is valued most and what is important to retain in future. These principles underpinned the transformation of our mental health recovery pathway and the new service model was co-designed with service users, to ensure that we are delivering the services that people need and want.

We worked with service users to redesign a pathway that:

- Helps to build upon individuals' existing strengths and assets.
- Provides access to early help and promotes recovery, empowerment, choice and independence.
- Is clearer, easier to navigate, and better coordinated between services.
- Delivers personalised care and support.
- Increases connectivity with the local community to reduce social isolation.
- Increases access into employment.
- Is flexible and responsive to fluctuating needs
- Meets the needs of all 18-65 year olds, including younger adults (18-29 years), who are currently under-represented.
- Promotes service user involvement in the running of services.

In addition to supporting people in Islington who are known to mental health services, it is expected that this new model will improve the reach of services to those people who do not currently access this type of mental health support. The new services will provide individualised support in-reaching into the community and closer working with the Mental Health Trust across all access points. This includes working with new Practice Based Mental Health Teams, which will reduce the stigma associated with attending dedicated mental health day services.

- 4.3 Day opportunities services are currently delivered from the following four sites: 76-80 Isledon Road, N7 7LB; 48 Despard Rd, N19 5NW; 35 Ashley Rd, N19 3AG; and 11 Southwood Smith Street N1 0YL. Islington Council undertook a public consultation from June-July 2017 about the proposed closure of up to two of the day opportunities sites. The decision was made by the Council's Executive on 18 October 2018, to close the Southwood Smith site. As a result, the new day opportunities service will be delivered from the remaining three sites at Isledon Road, Despard Road and Ashley Road. Islington Council owns all three of the buildings.
- 4.4 The current combined annual budget for mental health recovery services is £1,382,500.
- 4.5 The contract to be awarded is a thirty-six months' contract with the option of two 12-month extensions. The total annual value of the contract is £1,080,514. The total contract value including all extension periods is £5,402,570. The annual value of the new contract represents a 22% reduction against the current budget. Against the published contract price, the cost of the awarded contract represents a further 2% saving.
- 4.6 The tender was carried out as an open procedure. Two organisations submitted tenders; of these, both successfully passed the suitability assessment stage and their tenders were evaluated against the published criteria. Only one organisation obtained the required scores on the written method statements and were invited to, and successfully passed, the presentation stage.

- 4.7 The contract has been awarded to the Most Economically Advantageous Tender based on the criteria of 70% quality and 30% cost, broken down as follows:

	<b>Weighting %</b>
<b>Cost</b>	<b>30%</b>
<i>Contract Cost</i>	<i>25%</i>
<i>Cost Allocation (Direct/Indirect costs)</i>	<i>5%</i>
<b>Quality</b>	<b>70%</b>
<p><i>Proposed approach to service model and delivery (part 1)</i></p> <p>Bidders were asked to describe the service model they would establish in order to deliver the outcomes outlined in the service specification.</p>	<i>20%</i>
<p><i>Proposed approach to service model and delivery (part 2)</i></p> <p>Bidders were asked to describe how they will develop a peer-led culture to support the delivery of the service.</p>	<i>5%</i>
<p><i>Proposed approach to service model and delivery (part 3)</i></p> <p>Bidders were asked to describe how they will develop flexible services to ensure all needs are met and all Islington residents with mental health needs are given equal access to day opportunities.</p>	<i>10%</i>
<p><i>PRESENTATION: Proposed approach to service model and delivery (part 4)</i></p> <p><i>Only those bidders who scored a minimum of three (3) for each of the questions requiring a written response (1.1 to 1.3, and 1.5 to 1.10) were invited to give a presentation in response to question 1.4</i></p> <p>Bidders were asked to prepare a presentation that described how they will ensure the service adopts a person-centred, strength-based approach to support.</p>	<i>5%</i>
<p><i>Proposed approach to service user involvement and co-production</i></p> <p>Bidders were asked to describe how service user involvement and co-production will be used to shape each element of the service.</p>	<i>5%</i>
<p><i>Proposed approach to social value</i></p> <p>Bidders were asked to describe their proposed approach to demonstrating social value in delivery of the contract, to improve the economic, social and environmental impact on the borough of Islington.</p>	<i>5%</i>

<i>Proposed approach to workforce management</i>	5%
Bidders were asked to describe how they will ensure that staff and volunteers will provide a high quality service to people with mental health support needs.	
<i>Proposed approach to contract implementation</i>	5%
Bidders were asked to describe how they intended to implement and commence delivery of the service by 01 May 2019 and how they will work with any outgoing provider to ensure that transfer of physical assets, staff and current service users happens in a planned way. Bidders were asked to include a project plan.	
<i>Proposed approach to safeguarding and risk management (part 1)</i>	5%
Bidders were asked to describe how they will manage risk effectively within the Mental Health Recovery Pathway.	
<i>Proposed approach to safeguarding and risk management (part 2)</i>	5%
Bidders were asked to describe how they will apply their policies and procedures regarding safeguarding to ensure services are safely run and any safeguarding concerns are identified and appropriately addressed.	
<b>Total</b>	<b>100%</b>

4.8 The results of the tender evaluation are set out in the Exempt Appendix A.

4.9 The appropriate TUPE information was included in the tender documents. As the recommendation is to award the contract to one of the incumbent providers, TUPE will only apply to a proportion of the staff roles identified in the TUPE information.

#### **4. Implications**

##### **5.1 Financial implications**

The existing contracts are funded from the Mental Health Commissioning Pool in which the Local Authority contributes 51% of the budget and Islington CCG funds the remaining 49%.

The budget for the current contracts is £1,382,500 and the cost of the new contract will be £1,080,514 which leads to a saving of just over £300,000 which will contribute to the savings targets in Adults Social Care.

The contract to be awarded is a thirty-six months' contract with the option of two 12-month extensions. The total annual value of the contract is £1,080,514. The total contract value including all extension periods is £5,402,570.

Payment of the London living wage is a requirement of the contract and will not result in any additional costs. Any TUPE cost implications that may arise from this tender will have to be met by existing resources outlined above.

##### **5.2 Legal Implications**

The Care Act 2014 (CA) sets out various provisions in relation to the care and support needs of adults. The council has duties (CA section 18) as well as powers (CA section 19) to meet the needs of adults for care and support. The council also has a duty to prevent or reduce the development of needs for care and support (CA section 2). The council may meet needs that are identified by providing care and support at home or in the community (CA section 8(1)) including by arranging for a person other than itself to provide a service (CA section 8(2)); and Local Government (Contracts) Act 1997), section 1). Therefore, the council may enter into contracts with providers of mental health community support and recovery services.

The social care services being procured are subject to the light touch regime (Light Touch Services) 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 £615,278.00. The value of the proposed contract is above this threshold and requires advertisement in the Official Journal of the European Union (OJEU). The council's Procurement Rules for Light Touch Services require competitive tendering for contracts over the value of £500,000. In compliance with the requirements of the Regulations and the council's Procurement Rules a competitive tendering procedure with advertisement has been used.

Only one bid, from Islington Mind, was received that met the minimum requirements of the council. It was evaluated in accordance with the tender evaluation model. It was found to adequately meet all the requirements of the council. Therefore, the contract may be awarded to Islington Mind as recommended in the report. In deciding whether to award the contract to Islington Mind the Corporate Director for Housing and Adult Social Services should be satisfied as to the competence of the supplier to provide the services and that the tender price represents value for money for the Council. In considering the recommendations in this report the Corporate Director for Housing and Adult Social Services must take into account the information contained in the exempt appendix to the report.

### 5.3 **Environmental Implications**

The main environmental impacts of this contract are associated with the management of the buildings used for the day services, including energy used for heating, hot water and appliances, water use and waste generation. This will be mitigated in the following ways:

- The closure of the Southwood Smith site reduces the number of buildings that the day opportunities service will run from, therefore reducing the overall environmental impact of the service.
- The provider will minimise energy and water usage at the remaining day opportunities sites, as well as maximising recycling and ensuring compliance with waste legislation.
- Consideration should be given to improving biodiversity habitats in the garden area at day opportunity service sites.

The service will also have some impact related to staff travel, for reablement service home visits and staff and volunteers supporting service users to access other community services. The provider should seek to address this by planning staff schedules to minimise travel and consider public transport options where possible.

### 5.4 **Resident Impact Assessment**

The council must, in the exercise of its functions, have due regard to the need to eliminate discrimination, harassment and victimisation, and to advance equality of opportunity, and foster good relations, between those who share a relevant protected characteristic and those who do not share it (section 149 Equality Act 2010). The council has a duty to have due regard

to the need to remove or minimise disadvantages, take steps to meet needs, in particular steps to take account of disabled persons' disabilities, and encourage people to participate in public life. The council must have due regard to the need to tackle prejudice and promote understanding.

A Resident Impact Assessment (RIA) was completed on 12 June 2018, which identified that overall the new Mental Health Recovery Pathway will have a positive effect on vulnerable adults in Islington. The RIA has been published and can be accessed on the Islington Council website at the following address: <https://www.islington.gov.uk/~media/sharepoint-lists/public-records/adultcareservices/information/adviceandinformation/20182019/20180720dayserviceconsultationresidentimpactassessment1.pdf>

The RIA was updated on the 12 February 2019 and is attached to this report as Appendix B.

## 6. Reasons for the decision

- 6.1 We need to adopt a more strength based approach to mental health community recovery services, which enable recovery from mental ill health and prevent escalation to crises and hospital admission. The services that form the Mental Health Recovery Pathway, aim to provide appropriate support for adults with enduring mental illness who need ongoing support with recovery in the community. The Pathway will also seek to address the challenges of providing appropriate support for those entering, or at risk of entering a mental health crisis.
- 6.2 The development of the pathway provides an opportunity to re-design services within a more efficient model. Services will seek to build on an individuals' existing strengths and assets to promote recovery, be more inclusive, accessible, flexible and deliver more personalised care and support. The award of this contract will strengthen the council's capacity to reach and support people to recover, remain well, and manage mental crises, as far as possible within their communities.

## Appendices

- Appendix A – Mental Health Recovery Pathway Contract Award – EXEMPT
- Appendix B – Mental Health Recovery Pathway Resident Impact Assessment

**Background papers:** None

**Signed  
by:**



5 March 2019

**Cllr Janet Burgess  
Executive Member for Health and Social Care**

**Date:**

**Report Author:  
Tel:  
Email:**

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[alice.clark@islington.gov.uk](mailto:alice.clark@islington.gov.uk)

**Financial Implications**

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**Legal Implications Author:**

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**Email:**

Ramani Chelliah, Chief Contracts Lawyer

0207 527 3084

[ramani.chelliah@islington.gov.uk](mailto:ramani.chelliah@islington.gov.uk)

## Resident Impact Assessment

### **Title of policy, procedure, function, service activity or financial decision: Mental Health Day Services Consultation and Procurement of a Mental Health Recovery Pathway**

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

We consulted with service users on the proposed closure of up to two Mental Health Day Service buildings in the borough.

The day services form part of the Mental Health Recovery Pathway, which is currently being procured. This tender will include day services, reablement and crisis drop-in services. Due to budget cuts, significant savings must be achieved through this tender. Mental Health Commissioners feel that funding could be better used to deliver a wide choice of services and support in a more flexible way. By reducing the number of Day Service buildings and costs associated with them, we will be able to focus resources on staff, activities and support.

The options consulted on were as follows:

- Option 1: Close Mind Empower, located on Southwood Smith Street. This property is owned by Camden and Islington NHS Foundation Trust.
- Option 2: Close The Mind Spa, located on Ashley Road. This is a council-owned property.
- Option 3: Close both Mind Empower and The Mind Spa day centres.

This consultation formed part of a two-stage process of involving service users, their carers and others who may be affected by the changes:

#### **Part One – Consultation on closure of up to two day service buildings**

We consulted with people who may be affected by the proposed closure of one or two of the day service buildings, and people who may want to access them in the future. The consultation ran from 12<sup>th</sup> June – 27<sup>th</sup> July 2018.

## Part Two – Co-design of recovery services

We worked with service users to co-design the service models to improve recovery from August to October 2018, to ensure new services are more efficient, recovery-focused, accessible and flexible to meet individual needs and aspirations.

This consultation and co-design activity built on work we have undertaken previously with service users over the past two years to learn what is important in mental health day services, and what helps with recovery and mental health. This included co-design work with service users from Isledon Road Day Service from August 2016 to September 2017, and engagement with service users of MIND services, led by Healthwatch Islington July – August 2017.

We asked what service users valued most from the services currently provided and what they would like to keep in any future re-design of services. We have been clear that due to restricted finances some changes would be required.

We want to ensure that the future re-design of recovery services meets service user and commissioning aspirations, and in formulating the proposals to be consulted on, we have taken into account how we could do this with having as little impact on services as possible.

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## 2. Resident Profile

Who is going to be impacted by this change i.e. residents/service users/tenants? Please complete data for your service users. If your data does not fit into the categories in this table, please copy and paste your own table in the space below. Please refer to **section 3.3** of the guidance for more information.

The following groups may be impacted by the proposed changes:

- People who currently use mental health day services in the borough their carers and relatives
- Islington residents who may access these services in the future

The data in table 2 below, reflects the demographics of current service users only, it does not include other residents who may use these services in the future.

Table 1. Islington borough resident profile

		Islington Borough profile
		Total: 206,285
Gender	Female	51%
	Male	49%
Age	Under 16	32,825

	16-24	29,418
	25-44	87,177
	45-64	38,669
	65+	18,036
Disability	Disabled	16%
	Non-disabled	84%
Sexual orientation	LGBT	No data
	Heterosexual/straight	No data
Race	BME	52%
	White	48%
Religion or belief	Christian	40%
	Muslim	10%
	Other	4.5%
	No religion	30%
	Religion not stated	17%

Table 2. Current service user profile

		Service user profile Islington Mind Day Services	Service User profile Isledon Road Resource Centre
		Total no. on Islington Mind Day Services list of potential attendees: 1,396	Total no. on Isledon Road Resource Centre list of potential attendees: 426
Gender	Female	703 – 49.6%	225 – 45.5%
	Male	693 – 49.6%	201 – 40.7%
Age	Under 16	N/A	N/A
	18-29	93	16
	30-49	574	229
	50-65	703	172
	65+	0	0
Disability	Disabled	100%	100%
	Non-disabled	N/A	N/A
Sexual orientation	LGBT	Data not available (however a specialist LGBTQ service is run which attracts approx. 34 people per week)	Data not available
	Heterosexual/ straight		

<b>Race</b>	<b>BME</b>	<b>559</b>	<b>126</b>
	<b>White</b>	<b>650</b>	<b>313</b>
<b>Religion or belief</b>	<b>Christian</b>	<b>Data not available</b>	<b>Data not available</b>
	<b>Muslim</b>		
	<b>Other</b>		
	<b>No religion</b>		
	<b>Religion not stated</b>		

### 3. Equality impacts

With reference to the [guidance](#), please describe what are the equality and socio-economic impacts for residents and what are the opportunities to challenge prejudice or promote understanding?

The proposal to close one of the mental health Day Service buildings, and the procurement of a new Recovery Pathway, is not expected to be discriminatory for people with any of the protected characteristics.

The new services to be procured are specifically targeted at Islington residents over the age of 18, with mental health problems, and will promote recovery, empowerment, choice and independence by delivering personalised care and support. The Day Services will provide a structured programme of activities and interventions, as well as drop-in sessions, as part of a pathway of mental health recovery services within the community.

Our vision is to commission services that are inclusive and accessible, and provide a network of safety, support and recovery for Islington residents who have mental health problems, including those with protected characteristics. This reflects the feedback we have had from service users during consultation and co-design work over the past two years.

We want to make sure that anyone who may be affected by these changes can take part meaningfully in this consultation. A support worker, carer, relative or friend were able to attend any of the consultation events with service users. We also provided different methods for people to give their views, including:

- in person at a consultation event,
- completing a survey online or in hard copy
- by contacting the commissioning team by email or phone

Service users, or staff who support them, were also encouraged to contact the mental health commissioning team to let us know if they needed additional support to take part due to an access need, such as (but not limited to), sensory impairment, language or literacy or other barriers to participate.

### Impact on equality of opportunity for people with protected characteristics

The potential negative impacts for specific protected characteristics are outlined below.

Commissioners established during the consultation period, that several other groups that are largely peer or volunteer-led operate from the Ashley Road site, in addition to those funded by the Council. The groups run from this site are largely based on a peer-led approach which is an enabling model we could support and enables cohesion with the wider community. A wide range of diversity is represented in these groups and services so if Ashley Road were to close several protected characteristics would be disproportionately affected.

#### **LGBTQ**

A specialist LGBTQ service and network is currently delivered from Ashley Road. This is a long-standing group and predominantly peer-led and volunteer-led. We co-designed the new service model to include specialist LGBTQ provision at the Ashley Road site.

#### **Women**

A women's group is currently delivered at Ashley Road, one of the day service sites that is proposed to close. This is another long standing peer and volunteer-led group. The Isledon Road day service also runs a women's only day, which could be affected by the re-design of services. We co-designed this element in the new service with people who use these services, to ensure that the new model has capacity, and will continue to provide, specialist support for women accessing these services.

#### **BAMER groups**

The Nubian Users' Forum, meet at the Ashley Road day service site. They are an independent group within Camden and Islington for African and African/Caribbean people, who use or have used mental health and substance misuse services. In designing the new service provision, we will work with service users and providers to ensure services continue to remain accessible to people from BAMER backgrounds and are person-centred to reflect cultural needs and values.

#### **People with a disability – mental health**

### Access to services

The closure of one or two of the day service sites may impact on residents' ability to access services. Many of those participating in the consultation reported that they would not be able to travel to another day service site due to difficulties accessing public transport, the remaining sites may be further for them to travel to, and/or the lack of familiarity with other day service sites may be anxiety provoking. This is particularly the case for those who currently access the community support day service at Southwood Smith Centre, as this is the only site located in the south of the borough.

The council will work with service users and providers to ensure appropriate support is in place to enable service users to travel to other community or day service sites. Future service models will support access to community venues and not be solely dependent on day service sites. There are a significant number of community centres and resources in the South of the borough offering space to meet, affordable food, activities and groups.

### Deterioration in mental health

There is a risk of breakdown in service users' mental health as a result in change to services, including potential changes in provider and staff. Many of the consultation participants stated that managing change would be difficult for them and that their mental health would deteriorate as a result of the stress and anxiety caused by the changes to services. Increased isolation was also a key theme reported during the consultation, with individuals stating they were worried about losing social networks they had built at Southwood Smith, would drop out of services and at risk of not leaving their home.

People who use services articulated a number of things that would enable a smoother transition for them to the new service:

- It is important that additional support is provided to enable service users to cope with, and manage the change, and to enable them to continue to access services. This may include one-to-one support, check-in phone calls, prompts to attend, and support to access other services within the community.
- Service users requested information about what other day services offer, and what other services and groups are on offer within the local community, as many reported they don't know about what other services can offer.
- The friendly, welcoming and safe environment and atmosphere that has been developed at Southwood Smith is key to enabling inclusivity and encouraging attendance at the day centre. It is important that the other day service sites continue to harness this environment, to maintain accessibility and promote a safe space for people to socialise and receive support.
- The high quality of the staff and volunteers at Southwood Smith, their expertise, and the trusted relationships built with service users is highly valued by those who currently use the service. The transfer of staff from Southwood Smith to other day service sites would therefore be beneficial in terms of continuity of care and maintaining service users' health and wellbeing.

We will ensure that providers develop tailored individual plans with service users to support them through any changes. These will ensure appropriate interventions are put in place to support individuals before, during and after the transition period.

Service users will have a choice, and will be supported to attend, between the remaining three day service sites they wish to use, or will be supported to access alternative community facilities if that is their wish. For example, this could include support to access other community settings as a group. Service users will also be supported to travel to different sites, for example with a peer or support worker where required

The council will work with providers to ensure service users are provided with information about what the new Recovery Services will offer and wider services available in the community. It is an expectation of providers within the new service specification, that service users are supported to access wider community groups, activities and services as part of their ongoing support and recovery.

Staff and volunteers will be offered the opportunity to transfer to new services to provide continuity of care for service users. Reducing costs in buildings helps to protect staffing levels.

A robust process and methodology was in place for evaluating and assessing tender submissions, to ensure the new provider meets quality requirements, including involving service users on the panel.

#### Opportunities for advancing equality of opportunity

The average number of people who use the Isledon Road service per week is 76, the target is 100. A specialist referral is required to attend this service, it is not currently used as open access, people who attend Isledon Road may also attend other day services listed below.

The table below shows the average number of attendees per week at each of the Community Support Service sites – please note that the same individual may attend more than one drop-in and more than one service:

	Despard Road (max capacity 100)	Southwood Smith (max capacity 50)	Ashley Road (max capacity 50)	Isledon Road (max capacity 160-170 across multiple rooms)
Drop-in (2 out of 5 days in each building)	60 (20-30 people on each day)	60 (approx. 30 people on each drop in day)	57 (approx. 20-30 people at each drop in day)	Not commissioned to provide open access drop-in
1-1 appointments or group activities (3	65	85	40	Referral only service for 100 people per week,

out of 5 days)				average seen per week 76
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As the figures above show, the current buildings can be better utilised. While filling buildings to capacity would undoubtedly pose risks and challenges, there is potential for greater utilisation in the buildings. Therefore, we believe at least the same number of people can access day services, and other community facilities, even with fewer buildings. There are some people that need support who don't attend day services and others who would like support to access other community facilities and feel that day services are too institutionalised and hold back their recovery.

There is a significant under representation of people under 30 attending the services.

Reviewing the recovery pathway provides opportunities to look at where we can improve services. We are determined to ensure that Islington's recovery offer is effective and accessible for all residents who need it and that we make best use of venues and other available resources. The new service will strengthen the recovery pathway in a number of ways so that more Islington residents can recover and maintain good mental health.

The service will adopt a more personalised, strength-based model of support, focussing on individuals' strengths and aspirations, enabling people to plan for and choose their own care and support based on interests and existing strengths.

By commissioning the pathway as a single contract, the service will reduce duplication, multiple assessments and provide a streamlined and connected range of services. The pathway will enable greater community connectedness and promote social inclusion, by supporting people to access community-based activities and services, as well as supporting clients to access training, voluntary, education and employment opportunities.

The new service will adopt a more peer-led approach, building on and expanding existing peer volunteering opportunities and peer-led activities within the service, developing supportive networks that extend beyond the service and into the community. The growth of sustainable and non-service based support and recovery networks are known to increase self- esteem, resilience, and self-efficacy.

#### The outcome of the consultation

Overall we felt that there were greater risks with closing the Ashley Road site, which would be harder to mitigate, and as such decided not to close Ashley Road. We reached the view that the closure of the day service site at Southwood Smith Centre should be taken forward.

In analysing the range of feedback and the options appraisal previously undertaken, there are no alternative proposals that would make the necessary improvements to the service model and achieve the financial savings required. The closure of Southwood Smith would create the

most significant impact in terms of savings whilst ensuring we can deliver services which improve outcomes for residents.

We understand that the closure of Southwood Smith site could initially be upsetting and distressing for people who currently use this service however the failure to go ahead with the proposal presents a risk to the longer term sustainability of the mental health system.

Islington is developing its strengths based approach to social work and social care. This way of working is clearly set out in the Care Act 2014 and is critical in realising a more personalised model of care and support. In order to achieve this, commissioned services as well as social work practice need to change to develop flexible services that are tailored to individual needs.

Islington needs to operate within financial constraints and find ways to effectively meet the mental health needs of our residents. The closure of the Southwood Smith day centre will mean that we can focus our resources on the direct delivery of care and support, staff and meaningful activities which support recovery.

Services will still be provided from the remaining three day centres and we worked with service users to design the new service model so that it adopts a more strength-based approach, is recovery focused, accessible, inclusive and delivers a wide range of activities and groups.

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## 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 risks for children or vulnerable adults or potential human rights breaches have been identified, that could occur as a result of the proposal.

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

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## 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
Undertake robust consultation with service users around the closure of buildings, ensuring as many people as possible are able to share their views, including providing a range of methods of providing feedback. Ensure that the final decision takes into account the views of service users, the impact of these changes and how people will be supported through the change.	Mental Health Commissioning Team	This was completed in July 2018.
Undertake co-design phase with service users (workshops), to ensure their views are articulated and fed into the design of the day services, including how we ensure equality of opportunity and equal access.	Mental Health Commissioning Manager / Islington Healthwatch	This was completed in October 2018
Develop the new service model, to provide more personalised care and greater access including open access and care planned support, through co-design work with service users, including the LGBTQ Outcome group and women's groups at Isledon Road and Ashley Road, and greater reach to those under 30 years. Future service models will support access to community venues and not be solely dependent on day service sites.	Mental Health Commissioners	This was completed September 2018
The council will work with service users and providers to ensure appropriate support is in place to enable service users to travel to other community or day service sites.	Mental Health Commissioners / New provider	June 2019
Ensure service users are supported to travel to different sites, for example with a peer or support worker, based on assessment of individual need.	Mental Health Commissioners / New provider	June 2019
We will ensure that providers develop tailored individual plans with service users to support them through any changes. These will ensure appropriate interventions are put in place to support individuals before, during and after the transition period.	Mental Health Commissioners / new provider	June 2019
We will work with the Trust to support other voluntary sector service such as Food Cycle to continue to use Southwood Smith.	Mental Health Commissioner / Camden & Islington NHS Foundation Trust	May 2019

We will work with providers to ensure they establish strong links to Trust services, including Recovery and Rehabilitation Services.	Mental Health Commissioners/ new provider	June 2019
Work with providers to ensure service users are provided with information about what the new Recovery Services will offer and wider services available in the community.	Mental Health Commissioners/ new provider	June 2019

Please send the completed RIA to [equalites@islington.gov.uk](mailto: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:**

Signed:    A.Clark   

Date: 12/02/2019

**Head of Service or higher:**

Signed:    Jill Britton   

Date: 12/02/2019

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