

## **NOTICE OF MEETING**

# **CABINET**

**Tuesday, 15th December, 2015, 6.30 pm - Civic Centre, High Road, Wood Green, N22 8LE**

MEMBERS: Councillors Claire Kober (Chair), Jason Arthur, Ali Demirci, Joe Goldberg, Stuart McNamara, Peter Morton, Alan Strickland, Bernice Vanier and Ann Waters

Quorum 4 :

### **1. APOLOGIES**

To receive any apologies for absence.

### **2. URGENT BUSINESS**

The Chair will consider the admission of any late items of Urgent Business. (Late items of Urgent Business will be considered under the agenda item where they appear. New items of Urgent Business will be dealt with under Item 26 below. New items of exempt business will be dealt with at Item 34 below).

### **3. DECLARATIONS OF INTEREST**

A Member with a disclosable pecuniary interest or a prejudicial interest in a matter who attends a meeting of the authority at which the matter is considered:

- (i) must disclose the interest at the start of the meeting or when the interest becomes apparent, and
- (ii) may not participate in any discussion or vote on the matter and must withdraw from the meeting room.

A Member who discloses at a meeting a disclosable pecuniary interest which is not registered in the Register of Members' Interests or the subject of a pending notification must notify the Monitoring Officer of the interest within 28 days of the disclosure.

Disclosable pecuniary interests, personal interests and prejudicial interests are defined at Paragraphs 5-7 and Appendix A of the Members' Code of Conduct.

**4. NOTICE OF INTENTION TO CONDUCT BUSINESS IN PRIVATE, ANY REPRESENTATIONS RECEIVED AND THE RESPONSE TO ANY SUCH REPRESENTATIONS**

On occasions part of the Cabinet meeting will be held in private and will not be open to the public if an item is being considered that is likely to lead to the disclosure of exempt or confidential information. In accordance with the Local Authorities (Executive Arrangements) (Meetings and Access to Information) (England) Regulations 2012 (the "Regulations"), members of the public can make representations about why that part of the meeting should be open to the public.

This agenda contains exempt items as set out at **Item [28,29,30,31,32,33,] : Exclusion of the Press and Public**. No representations with regard to these have been received.

This is the formal 5 clear day notice under the Regulations to confirm that this Cabinet meeting will be partly held in private for the reasons set out in this Agenda.

**5. MINUTES (PAGES 1 - 46)**

To confirm and sign the minutes of the meeting held on 10 November 2015 as a correct record.

**6. MATTERS REFERRED TO CABINET BY THE OVERVIEW AND SCRUTINY COMMITTEE**

Cabinet to consider the following Overview and Scrutiny Reviews separately followed by the Cabinet Member response to the recommendation:

1. The Scrutiny Review of Finsbury Park Events
2. The Scrutiny Review of Council led Housing Development
3. The Scrutiny Review of Haringey Job Support Market

**7. SCRUTINY REVIEW OF FINSBURY PARK EVENTS (PAGES 47 - 168)**

Cabinet to note the Scrutiny Review of Finsbury Park Events.

**8. CABINET RESPONSE TO SCRUTINY REVIEW ON FINSBURY PARK EVENTS (PAGES 169 - 184)**

[To be introduced by the Cabinet Member for Environment. Report of the Assistant Director for Environment and Community Safety] The report sets out the proposed Cabinet response to the recommendations of the Overview and

Scrutiny Committee Review of Finsbury Park Events, which was carried out over the summer of 2015.

**9. SCRUTINY REVIEW OF HOUSING LED DEVELOPMENT (PAGES 185 - 208)**

Cabinet to note the Scrutiny Review of Housing Led Development.

**10. CABINET RESPONSE TO SCRUTINY REVIEW OF HOUSING LED DEVELOPMENT (PAGES 209 - 218)**

[To be introduced by the Cabinet Member for Housing and Regeneration. Report of the Assistant Director for Regeneration.]The report sets out sets out the conclusions and recommendations of the Scrutiny panel and presents the Cabinet Member's response to them.

**11. SCRUTINY REVIEW OF THE JOB SUPPORT MARKET (PAGES 219 - 254)**

Cabinet to note the Scrutiny Review of the Job Support Market.

**12. CABINET RESPONSE TO SCRUTINY REVIEW OF JOB SUPPORT MARKET (PAGES 255 - 278)**

[To be introduced by the Cabinet Member for Economic Development, Social Inclusion and Sustainability]. This report sets out the proposed Cabinet response to the recommendations of the Overview and Scrutiny Panel Project on the Haringey Job Support Market which commenced work in January 2015.

**13. DEPUTATIONS/PETITIONS/QUESTIONS**

To consider any requests received in accordance with Standing Orders.

**14. THE COUNCIL'S DRAFT CAPITAL STRATEGY (PAGES 279 - 314)**

[To be introduced by the Cabinet Member for Resources and Culture. Report of the Chief Operating Officer.] The report will seek approval to the Council's Capital Strategy and ask Cabinet to note the process for agreeing the detailed schemes to be included for approval as part of the Council's Capital Programme.

**15. HIGH ROAD WEST REGENERATION SCHEME (PAGES 315 - 386)**

[To be introduced by the Cabinet Member for Housing and Regeneration. Report of the Director for Planning, Regeneration and Development.] The report details the progress made with the High Road West Regeneration Scheme since the December 2014 Cabinet decision. It will also present a business case for the preferred delivery structure for High Road West and

seek approval to commence a procurement process to secure a development partner using the Competitive Dialogue procedure under the Public Contract Regulations 2015.

**16. TOTTENHAM HOTSPUR FOOTBALL CLUB STADIUM AND ASSOCIATED DEVELOPMENT – LAND APPROPRIATION AND AGREEMENT. (PAGES 387 - 426)**

[To be introduced by the Cabinet Member for Housing and Regeneration. Report of the Director for Planning, Regeneration and Development.] This report will seek approval to appropriate land to progress the THFC stadium and associated development.

**17. DESIGNATION OF CROUCH END NEIGHBOURHOOD FORUM AND NEIGHBOURHOOD AREA (PAGES 427 - 474)**

[To be introduced by the Cabinet Member for Planning. Report of the Assistant Director for Planning.] The report considers the applications for the designation of the Crouch End Neighbourhood Area and Neighbourhood Forum under the provision of the Localism Act 2011 and supporting Neighbourhood Planning (General) Regulations 2012 (as amended).

**18. STRATEGIC PARTNER (VOLUNTARY AND COMMUNITY) (PAGES 475 - 482)**

[To be introduced by the Leader of the Council. Report of the Deputy Chief Executive.] This report details the outcome of an open tender process for the award of a contract to be the Council's Strategic Partner for the Voluntary and Community Sector (VCS).

**19. INFORMATION, ADVICE AND GUIDANCE CONTRACT AWARD (PAGES 483 - 494)**

[To be Introduced by the Leader of the Council. Report of the Deputy Chief Executive.] This report details the outcome of an open tender process for the award of contracts to provide Information, Advice and Guidance (IAG) Services. New contracts will be awarded in 4 lots.

**20. LONDON SEXUAL HEALTH TRANSFORMATION PROGRAMME - PROCUREMENT PROCESS (PAGES 495 - 510)**

[To be introduced by the Cabinet Member for Health and Wellbeing. Report of the Director for Public Health] The report will seek agreement for the Council to be part of the London wide procurement process. The report will seek approval of the London Procurement Strategy and request delegation of the decisions for awarding contracts to the Leader of the Council.

**21. AWARD OF CONTRACT FOR SUBSTANCE MISUSE PEER SUPPORT SERVICE (PAGES 511 - 530)**

[To be introduced by the Cabinet Member for Health and Wellbeing. Report of the Director of Public Health.]This report details the outcome of an open tender process for the award of a contract to provide an adult peer support service to residents with a substance misuse problem. The report recommends the award of a new contract in line with Contract Standing Order (CSO) 9.06.1(d) following a robust tendering process.

**22. AWARD OF CONTRACT FOR THE PROVISION OF AN INTEGRATED HEALTH IMPROVEMENT (WELLNESS) SERVICE (PAGES 531 - 554)**

[To be introduced by the Cabinet Member for Health and Wellbeing. Report of the Director of Public Health].This report details the outcome of an open tender process for the award of acontract to provide an integrated lifestyle behaviour change programme, 'Live Well, Be Well', for Haringey residents aged 18 and over. The new integrated programme brings together: Stop Smoking Services, community NHS Health Checks, Health Trainers & Health Champions, Weight Management and aspects of physical activity programmes. These services were formerly commissioned separately. This report recommends the award of a new contract in line with Contract Standing Order (CSO) 9.06.1 (d) following an open tender process.

**23. MAJOR CAPITAL WORKS FRAMEWORK MINI COMPETITION (PAGES 555 - 566)**

[To be introduced by the Cabinet Member for Housing and Regeneration. Report of the Chief Operating Officer.]The report will seek Cabinet approval the varying of the terms of the Framework Agreement by entering into a Deed of Variation with the Major Capital Works Framework Constructors with respect to Framework Prices submitted as part of the Major Capital Work Framework mini competition. It will also seek Cabinet approval to the award of call off contracts under the Major Capital Works Framework Agreement to the two Constructor Partners in delivering the Housing Capital Programme Phase 9 ( 2016/2017) & Phase 10 (2017/2018).

**24. MINUTES OF OTHER BODIES (PAGES 567 - 570)**

To note the minutes of the following:

Cabinet Member Signing on 29 October 2015  
Cabinet Member Signing on 2 November 2015

**25. SIGNIFICANT AND DELEGATED ACTIONS (PAGES 571 - 578)**

To note the delegated decisions taken by directors during November.

**26. NEW ITEMS OF URGENT BUSINESS**

To consider any items admitted at Item 3 above.

## **27. EXCLUSION OF THE PRESS AND PUBLIC**

### Note from the Head of Democratic Services

Items 28,29,30,31,32,33, and 34 allow for the consideration of exempt information in relation to Items, 15,16,18,19,22,23 and 3 respectively.

### **RESOLVED:**

That the press and public be excluded from the remainder of the meeting as the items below contain exempt information, as defined under paragraphs 1,2, 3, Part 1, schedule 12A of the Local Government Act 1972.

## **28. HIGH ROAD WEST REGENERATION SCHEME (PAGES 579 - 582)**

As per item 15.

## **29. TOTTENHAM HOTSPUR FOOTBALL CLUB STADIUM AND ASSOCIATED DEVELOPMENT – LAND APPROPRIATION AND AGREEMENT. (PAGES 583 - 686)**

As per item 16.

## **30. STRATEGIC PARTNER (VOLUNTARY AND COMMUNITY) (PAGES 687 - 688)**

As per item 18.

## **31. INFORMATION, ADVICE AND GUIDANCE CONTRACT AWARD (PAGES 689 - 690)**

As per item 19.

## **32. AWARD OF CONTRACT FOR THE PROVISION OF AN INTEGRATED HEALTH IMPROVEMENT (WELLNESS) SERVICE (PAGES 691 - 692)**

As per item 22.

## **33. MAJOR CAPITAL WORKS FRAMEWORK MINI COMPETITION (PAGES 693 - 724)**

As per item 23.

## **34. NEW ITEMS OF EXEMPT URGENT BUSINESS**

To consider any items admitted at Item 3 above.

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Councillors Claire Kober (Chair), Jason Arthur, Ali Demirci, Joe Goldberg, Stuart McNamara, Peter Morton, Alan Strickland, Bernice Vanier and Ann Waters

Apologies None

Also Present: Councillors: Engert, Connor, Newton, Carter, G Bull, Peacock.

MINUTE NO.	SUBJECT/DECISION	ACTON BY
<b>CAB101</b>	<b>FILMING AT MEETINGS</b> The Leader referred to agenda item 1 as shown on the agenda in respect of filming at this meeting, and Members noted this information.	
<b>CAB102</b>	<b>APOLOGIES</b> There were no apologies for absence.	
<b>CAB103</b>	<b>URGENT BUSINESS</b> There are no new agenda items of business .There was an addendum to consider as part of item 13, Wards Corner CPO, and additional responses to the Adults consultation to consider as part of item 8 , appendix 1.	
<b>CAB104</b>	<b>DECLARATIONS OF INTEREST</b> There were no declarations of interest put forward.	
<b>CAB105</b>	<b>NOTICE OF INTENTION TO CONDUCT BUSINESS IN PRIVATE, ANY REPRESENTATIONS RECEIVED AND THE RESPONSE TO ANY SUCH REPRESENTATIONS</b> No representations were received.	
<b>CAB106</b>	<b>MINUTES</b> The minutes of the Cabinet meeting held on the 20 <sup>th</sup> October 2015 were agreed as an accurate record of the meeting.	
<b>CAB107</b>	<b>DEPUTATIONS/PETITIONS/QUESTIONS</b>  RECEIVED the following deputations in relation to item 8 of the agenda (Corporate Plan Priority 2, outcome of consultation and decisions on proposals relating to Adult services).  a. <u>Haringey Autism and Save Autism Services Haringey</u>	

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Martin Hewitt on behalf of Haringey Autism and Save Autism Services in Haringey:

Mr Hewitt stated that whilst the consultation on the closures of the services detailed in the report was comprehensive, it was not transparent about what new provisions would replace the closed Day Centres. Mr Hewitt, the father of an autistic person, emphasised that the parents and users of the provisions would suffer as a result of the closures. Parents relied on the Roundways for a good standard of care and respite. He felt that the report was not clear in stating that the respite provision would be preserved. The National Autistic Society had conducted research to establish the importance of the provision at The Roundways and had made it clear that users did not want to see it closed. Mr Hewitt contended that the envisaged staff reductions were the most fundamental cuts in London. Mr Hewitt expressed that the Council would not be able to deliver the promises made in the consultation and would be open to legal challenge with cuts of this level.

In response to a question from the Leader about whether he was sceptical of outcomes to be delivered or had uncertainty of the unknown, Mr Hewitt said that he was making an empirical point and that the Council could not provide the promised outcomes with the level of cuts. Mr Hewitt felt the Council would not be able to comply with the Care Act or effectively monitor the quality of care which would have an impact on parents and users.

The Leader spoke on behalf of all Cabinet Members, who were all aware of the gravity of the decisions being taken forward and that these decisions were being considered in the interest of the community.

Councillor Morton was invited to respond to the deputation and also made clear that, at this stage of the meeting, Cabinet Members had not yet made up their minds on how they were going to vote for the recommendations. There had been a significant 3 month consultation in the summer to draw out the issues being raised in the deputation.

Councillor Morton reminded Cabinet of the principles that would underpin the re-provision of services including: providing dignity and respect, meeting Care Act responsibilities, supporting independence, personal choice. In the co-design of services, the Council would be using the findings of the equalities impact assessments and actions to mitigate the impacts of transition would be taken forward. The services provided at the Roundways would be provided at Ermine road and there would be individual assessments and support to enable service user, currently at The Roundways, to choose services that will benefit them.

Councillor Morton added that in recent years, fewer people had been placed in the Council's directly provided services for complex needs and were using direct payments or personal budgets for other day opportunities and support. There would be continued work on: transition arrangements, on co design, co production and assessments with the welfare of the service users in mind .All this work would be taking forward the issues identified in the EQIA's from having changed services. Councillor Morton referred to the section on the Equalities Assessment, at page 41, which had information on how Ermine road site would be managed.

b. Older People's Reference Group

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Gordon Peters, Chair of the Older People's Reference Group, in Haringey echoed many of the comments made by Mr Hewitt as recorded above, and included the following issues.

He felt that the feedback from the extensive consultation had been included but the specific concerns had not made their way through to reflection in the recommendations before Cabinet, as closures were still recommended without fixed plans and costings for alternative services.

Mr Peters urged the Council to postpone these and other closures until the needs of users and carers were fully assessed and a genuine strategy on integrated care developed, scoped and costed. This should be fully shared with users and carers, as Healthwatch had pointed out in its letter to Councillor Morton.

Mr Peters spoke further of the potential difficulties for Tottenham residents travelling to provision in Hornsey and he thought that there was lack of planning for the safety and well being of service users and specifically for 76 people who used the Day Centres. He felt that the Council had not adequately explored other funding routes to avoid withdrawing services or considered co-operative models, which could have long term cost benefits to the Council. Mr Peters spoke about the wider economic benefits of having the Day Care Centres and asked for the Council to join the argument for more funding for social care.

Mr Peters referred to research on co-operative models which he felt could bring cost benefit to the Council and there was work available on this that could be considered alongside the Ethical Care Charter promoted by UNISON which puts forward, providing living wage to carers, and an end to 15 minute care visits.

Mr Peters contended that closures would further reduce trust in the Council, adversely affecting the wellbeing of older people at risk, and be open to legal challenge.

The Leader thanked Mr Peters and acknowledged his paper on co-operative models, which the Cabinet Members had received.

Councillor Strickland, Cabinet Member for Housing and Regeneration, spoke about the Council being on the difficult receiving end of cuts and asked the deputation party what the Council could do to affect national developments. Mr Peters set out his thinking on ways to increase funding which included: joining the national argument for more social care funding, seeking inner London banding for funding, raising Council Tax and exploring options for social bonds whilst deferring a decision on the closures.

In response to comments, the Leader explained that raising Council Tax was not a viable option. The Council could only raise Council Tax by 2% without a referendum and this would only bring in £650k a year net income for Haringey. Also about a third of Haringey Households were in receipt of Council tax subsidy; therefore raising Council Tax would not bring in the required amount and impact on those least able to pay.

Councillor Morton thanked Mr Peters for his deputation and conversation during the consultation. Councillor Morton spoke of the significant amount of responses to the proposals and explained that the funding formula for local government was unfairly distributed with Shire County Councils receiving more

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funding for social care than London boroughs. This was part of the political choices being by the Government. The Council has made representations about the £200m cut to funding and were continuing to make representations to government as well as making sure that its remaining resources were well used.

Councillor Morton stressed that people who received Day Care opportunities would continue to receive alternative services based on the assessment of their individual needs. The Council would offer support to guide service users through the process of finding and choosing the care they want to receive.

Councillor Morton added that, the Council had been considering the needs and requirements for The Grange service users. The mitigating factors were detailed in the report and consideration was being given to the where alternative services can be provided in the area. The Council would develop an approach for travel arrangements that would give people more support options to meet their requirements.

The proposals for Osborne Grove were different to the initial proposals as a result of consultation feedback. There was already mixed use at Osborne Grove, evidence of the nursing care market and the partnership with the NHS would keep the provision within the public sector

c. Social Care Alliance Haringey

Rod Wells made representations on behalf of the Older People's Reference Group and TPE14H [Group representing disabled people in the borough] and these representations included the following:

The closure of Day Care Centres was unfair for the most vulnerable part of the community who had to suffer from such large cuts and fundamentally flawed as there was no defined alternative provision and Mr Wells contended that the Council could find alternative funding. Mr Wells asserted that net savings from closing the Day Care Centres could not be known until alternative provisions and costs have been established.

Mr Wells contended that the cuts affect integrity and the quality of life of service users and the ability for them to be visited. He felt that reassessed personal budgets may not be enough for people to pay for alternative provision and long journeys to such alternative provisions would be difficult for them. Also closing services when new provision was not known to be effective was worrying for service users.

Mr Wells provided information about various community care services that were either closing or were having difficulty obtaining charitable funding and asked how service users would be able to afford alternative private provision at a cost of £60-100 per day.

The Social Care Alliance Haringey, wanted to see further studies taking into account the possibility of offering more social care services and exploring how Camden and Islington provide services.

The closures would have direct cost implications for families whose members might have to give up working and claim benefits, more carers would be needed and more people would be forced into residential care at a cost of £30k per annum for older people and £70k for a person with learning disabilities.

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Some of these costs would fall onto the Council.

Mr Wells urged the Council to: press the government for higher levels of funding from the government to match inner London Councils; explore other funding streams including the use of Council reserves, to support services for vulnerable people, and; vote to defer the closure of Centres to enable.

The Leader invited questions from Cabinet Members

Councillor Arthur, Cabinet Member for Resources and Culture, in response to the deputation, explained that there would be use of the Council reserves to over the next three years to smooth some of the impacts of the cuts. But the challenge of how to continue to fund those services would still remain.

In response to Councillor Arthur's questions to the deputation about how Mr Wells felt the Council could change its proposed model to provide services, or how it could protect the current model, it was stated that with good quality community mapping some good alternative quality provision could be provided but the Council would need to build in some time and security for the under-utilised buildings and community centres to develop this provision. It would require guarantees of specialist staff being available and security of tenure and financing. Delaying closure was vital to ensure these alternatives were adequately planned and costed. It was reiterated by the deputation speakers that investment in Cay Centre care saved future costs on residential care.

The Leader acknowledged the point that investment was required to save money in the long term, but also drew attention to the fact that the local government funding formula will not, in the future, take into account 'need' and 'deprivation'. The Leader also highlighted the recent cuts to DCLG budget and impact of this on local government. The Leader explained that the government had abolished any deprivation factor in the funding formula, meaning that the Council would likely see greater reduction and impact in funding than other parts of the country. The Leader also referred to the deputation's examples of services provided at that both Camden and Islington. These boroughs received inner London funding, higher than Haringey which received outer London funding, and the examples further demonstrated the level of inequity in the services provided due to funding formula distribution.

Councillor Morton thanked the deputation and would talk to them separately on the care package issues raised. The savings attached to proposals were from; page 49 onwards and emphasised the validation exercises taking place. The report was clear and explicit on all of the points concerning how the savings would be taken forward. In terms of alternatives, Councillor Morton clarified that services would not be closed without alternative provisions being identified and being adequate. The recommendations in the report build in the appropriate requirements for provision in the borough, required transition plans, keeping to statutory responsibilities. Co design and co production was being taken forward at the beginning of new services which was why the Council were including users in co-design plans and considering mitigation risks, as detailed in the appendices of the report.

Councillor Morton also discussed the recruitment drives taking place to recruit more in-house staff and that interims were only recruited when there was a necessity and gap in service. Consultants were only used where there were projects to be completed which required specific expertise.

Councillor Morton reiterated that the Council want to work with the service user

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	<p>in the transition process. Within the annexes, which were over 700 pages, there was a significant co production report identifying issues. This included the deputation's reported issues on transport, meeting the particular needs of clients and how, when building services and taking forward transition, the service user will have substantial involvement. There was a specific risk register looking at mitigation and the required actions around this which would be followed up by the Council and the Safeguarding Adults Board, should Cabinet agree the recommendations.</p> <p>d. <u>UNISON</u></p> <p>RECEIVED the deputation from Chris Taylor on behalf of UNISON, about the consequences of the Cabinet taking the decision to close the Centres. Mr Taylor expressed that: people will either not receive the services they need to keep them well or they will receive often unsafe services outsourced from the private sector; staff will be required to work in the private sector with poor pay and conditions, zero hours contracts, lack of training and exploitation. Not-for-profit companies such as social enterprises and co-operatives sometimes resulted in being taken over by the private sector because local authority funding ceased after the initial few years. Mr Taylor contended that the reablement service was one of Haringey's most successful services and should not be handed over to the private sector who he claimed had neither the required the standards or expertise to provide the care.</p> <p>Mr Taylor added that the closure of the Haven will result in a decline in health to its current service users and would put pressure on carers. The closure of The Grange would mean no services in the east of the borough for people with dementia. Closure of the Roundways would mean having no specialist service for people with autism.</p> <p>The main consultation responses requested the Council not to close the services and indicated that the cuts would be a false economy and UNISON urged the Council not to make them.</p> <p>The Leader spoke of the 754 pages of responses to the consultation attached at appendix 1, which she had read through and agreed that the overwhelming response was not to make changes and closures. However, Cabinet were in a different position as they need to ensure a balanced budget and only making use of reserves, at the moment, to smooth the transition as long term use of reserves was not sustainable.</p> <p>Councillor Morton drew attention to his response to the previous deputations and added that, in relation to comments about The Grange, at page 44, and taking into account the EQIA and mitigation, the Council's intention to commission an alternative service in Tottenham.</p> <p>Councillor Morton further explained that although services would not be available at The Roundways, in terms of the building, the Council will be commissioning services at Ermine Road which would be the base for service users that currently use Roundways. Councillor Morton emphasised the support that would be available for service users in the transition to access care and support .He also remarked that, in the last couple of years, services users had also chosen alternatives to the Roundways.</p>	
<b>CAB108</b>	<p><b>CORPORATE PLAN PRIORITY 2 - OUTCOME OF CONSULTATION AND DECISION ON PROPOSALS RELATING TO ADULT SERVICES</b></p> <p>The Cabinet Member for Health and Wellbeing introduced the report which set</p>	

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out proposals for, a number of current adult services to either change or close to enable best use of limited resources to create a more sustainable adult social care system in Haringey to deliver the best care possible for residents.

The changes would help to create an adult social care system in Haringey that does more to promote and support individual independence, dignity and choice. It will see some care shifted away from institutions, giving more people the opportunity to live healthily in their own homes and communities for longer.

The reduced budget of the Council was making the continuation of current Adult Services unsustainable. The Cabinet Member for Health and Wellbeing further outlined factors for the changes to provision at Osborne Grove, Haynes and Ermine road Centres and closures to day care services at the Haven, Roundways, Grange, Linden Road, Birkbeck Road, and Always Centre. This concerned changes to demographics, rising demand for services and changes to Government funding formulas which will see less funding for adult social care given to Councils in London.

These new proposals had been developed keeping in mind the responsibilities of the Council under the Care Act, and their increased role and responsibility for the broader social care market. A set of principles and values had been developed that the Council will be clear on which the services built and commissioned would be held to, and monitored against through contract management

The Cabinet Member for Health and Wellbeing reiterated that the Council were fully committed to safeguarding adults at risk, meeting statutory responsibilities and continuing to provide services that meet the assessed needs of adults. The Adult's Service would be working with service users and their families and carers in the design of services going forward. There was continuing work into co –production and co design of Adult Services and the outcomes that would be focused on, this was set out from page 19 of the agenda pack.

Responses to the consultation had been fully set out in appendix 1 of the agenda pack along with actions to mitigate against the risks identified and summaries included of the financial position which would all be taken into account by the Cabinet.

The later budget monitoring report further exposed how continuing overspend by the Adult Services, in its current form, could not be sustained due to demographic change and increase in demand.

The Cabinet Member spoke of the depth of consultation undertaken which had started late last year with consultation as part of the budget process , continuing with a further 3 month consultation between July and October before papers were brought forward to Cabinet.

Cabinet Members put forward the following questions which were responded to by the Cabinet Member for Health and Wellbeing.

- Councillor Arthur continued to ask a question about the risks of alternative provision. In particular, the new provision for users of the Haynes and ensuring the right provider was chosen and monitored. Councillor Morton responded and spoke of the Council's statutory monitoring and safeguarding role in the community. The Council was already working with the Care Quality Commission, other Councils and other borough providers on risks in social care and safeguarding. The

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Council will continue to work with these stakeholders as part of the Safeguarding Board. Also, where there were new contract management relationships, the Council would be ensuring that providers are working to commissioning for social value as required by the care act and duty to wellbeing. There would continue to be independent scrutiny of the Adults services through the CQC and the SAB

- Cllr Strickland spoke of continuing to use staff knowledge to transform services and ensuring their views were fed in to the process. Councillor Morton advised that there were already regular meetings with all staff affected by the changes. They had also been engaged in the consultation process so far. The Council would continue to work with staff and seek their views on the new target operating model.

In response to a question on the closure of the Roundways Centre and transfer of services to the Ermine road, Councillor Morton referred to page 38 of the report at 6.5.4 which further expanded on experience of a community based model to deliver autism services in the borough. There was a section on mitigation and changes that would be made to the Ermine Road Centre to make this Centre accessible and appropriate for the assessed needs of users.

- Cllr Waters spoke about the success of the shared lives scheme and residents continuing to know how and where to access services. The strengths of the current shared lives scheme was recognised but it could not meet demand in its current form. The Council would be seeking a good alternative provider to grow the scheme and increase the carers involved. It would connect with the Council's own Customer Transformation Programme to make it easier for residents: to get advice at Council offices, be better directed and correctly signposted to the appropriate services.
- Cllr Vanier asked Cllr Morton to expand further on the mitigation measures being taken forward, following closure of the Haven and changes to the re-ablement service. She referred to; paragraph 6.8 which indicated that service users were over 80, with range of high level support needs. In regards to changes to the re-ablement services, assurance was provided that there will be safeguards in place to mitigate concerns that have been expressed in consultation. Councillor Morton advised that there will be an implementation plan compiled with carers, service users, and assessments completed for individuals to enable the right alternative provision. This was coupled with support to service users with a sensitive transition plan to mitigate impact. A support officer with specific focus on transition was being recruited.
- Cllr Goldberg referred to the EQIA findings page 44 and how the transitions for service users, at the Grange, who were mainly from the Afro Caribbean community would be handled. Cllr Morton outlined that the Council will look to commission and provide services to users at the Grange and ensure that the change is exceptionally and carefully completed. Representations on travel difficulties were well made, and would be taken forward as part of the mitigation action. The Council will commission services across the community and will be aware of the ethnicity of Grange users and this change would be handled exceptionally carefully. There were other dementia providers in Tottenham and the Council would be talking to them and commissioning services appropriately and bearing in mind statutory responsibilities

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- The Cabinet Member for Health and Wellbeing and Adult Services thanked officers who had worked hard to find an alternative solution for Osborne Grove and transfer the Centre to a statutory NHS group.

The Leader invited Councillor Connor to address the Cabinet.

Councillor Connor had previously notified Cllr Morton of the Adults and Health Scrutiny's Panel's views on the consultation process. Cllr Morton outlined that Panel had put forward concerns about: how the responses were being taken forward, the overwhelming objections to the closures and changes to services, how alternatives for the closed provisions not yet developed and how meaningful responses could be provided to the responders. There were further concerns about the consultation process and how the co design process being taken forward. Clarity was sought on the role on the carers re-designing services and having as much input as [possible from carers and users in how the service changes are taken forward.

In response Councillor Morton outlined the expansive consultation process undertaken which had covered complex issues. There had been a range of meetings with service users, written responses collated, and the publicity methods used to elicit responses which had provided 300 written responses. Previous Scrutiny Panel points raised about access to the consultation had been reflected in a FAQ section of the consultation.

Cllr Connor also referred to the percentage of consultees, who were against the proposals by way of a question and this should be reflected in the minutes.

Cllr Morton explained that the consultation responses had been read by Cabinet colleagues and they were clear about what respondents were advising them in relation to the changed services and closures of Day Care Centres. Where possible proposals had changed, for example Osborne Grove staying open and working with the NHS. Also the issues raised in the responses would be essential in, shaping the way the Council will consider the risks and mitigation actions to be taken forward. The Cabinet Member made clear that the Council will not close services until an alternative provision has been found for the service users.

Councillor Gideon Bull was invited to come forward and address the Cabinet.

Cllr Gideon Bull began by criticising the Cabinet report which he felt was lacking in evidence base, had little information in future planning of the service, and the mitigation was weak. He spoke further of the high cost provision at Linden House where most of the users were aged over 80 with high special needs and questioned how alternative provision would be able to accommodate their needs. He felt that the proposals should be based on the prevention agenda and highlighted the good work of the Haven in supporting clients with high levels of physical needs including supporting clients who were recovering from a stroke.

He highlighted the importance of the Day Care Centres in reducing isolation and questioned how some elderly clients will be able to manage their personalised budgets without the support of the Day Care Centres. He queried what services these users can now buy without the support of the Grange and Haven. He suggested investing in one or more of the Day Care Centres to limit

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the future higher expenditure associated with residential care as he felt the Centres provided a key role in supporting clients to remain independent for longer. He also questioned why the report had not spoken further about an integrated service.

Councillor Gideon Bull, concluded by querying the local alternative provision available to service users, and asked for there to be more innovative solutions from existing structure. He asked Cabinet to pause taking forward the recommendations until alternatives were found.

Councillor Morton responded to the points raised by Councillor Bull by making clear that the proposals had a clear focus on prevention, re-ablement and responded to the Care Act. The prevention example for Haven was set out from pages 27 of the agenda pack. The Council were taking these decisions to improve physical health and to enable physical re-ablement in the home so service users can continue to live in the community. The Haven was a more expensive service, per unit cost, per week, than local care at the Irish Centre. This was not equitable and not sustainable as demand grows. Cllr Bull disputed this as he claimed the unit costs would go down if there were more users assigned to the Centre with the investment in additional transport. Cllr Morton questioned why this issue had not previously been raised. It was clear last year that the Haven did not have the capacity to provide the kind of support as other Day Care Services. The Director for Adults further added that additional clients attending the Haven mean there would need to be more staff recruited to support them.

Cllr Morton re-iterated that there will be advocacy support for service users with personalised budgets and that service users will be provided with an assessment.

Clients with identified needs in Linden House will have a detailed assessment and the Council will seek to place these clients together, in the borough, in a proper supported residency with individual tenancies. They will continue to receive support, not just at home, but otherwise through a provider. The Council would continue to make sure their care is monitored and they continue to receive high level support.

Councillor Morton responded to the points on the combined impact of the closures. He was clear that services will not close until alternatives are provided, the Council is clear on safeguarding and mitigation points to be taken forward for each individual user. This will be done in a managed way working with Council Social Workers, the Safeguarding Adults Board. The risk register will be used to manage and mitigate against the risks identified and this will be monitored by the Transformation Governance Board.

Cllr Morton reiterated that as part of the personalisation, clients will continue to receive support at home and there will be consideration given to new journeys and how they will be managed.

In summing up the Cabinet Member for Health and Wellbeing described the choices being made as difficult and challenging which was why a 3 month consultation had been carried out. The process had endeavoured to lay out what people told the Council in the consultation, the risks, and actions in response to them. There were risks with continuing to use reserves to sustain the current service. However, regardless of the financial position the demand for services was growing. Therefore, to have a sustainable future, meet the corporate plan objective for healthier and fulfilling lives, allow the Council to

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meet the requirements of individuals and statutory responsibilities the recommendations were put forward for agreement.

Following a vote of Cabinet Members -

**RESOLVED:**

1. Considered and taken into account the detailed feedback from the consultation undertaken.
2. Considered and taken into account the equalities impact assessment of the proposals on protected groups.
3. Considered and taken into account actions proposed to mitigate the impact of the proposals on the protected group i.e. service users.
4. To increase the Council's capacity to provide re-ablement and intermediate care services by:
  - a) The retention of Osborne Grove as a nursing and residential provision and developing re-ablement and intermediate care provision on site. This provision to be managed by an NHS provider through a statutory partnership arrangement.
  - b) The closure of the Haven Day Centre and changing the use of the premises to a community re-ablement Centre delivered by an alternative provider. The commissioning of the new re-ablement service to be informed by the co-design principles and outcomes set out at 3.10 below and service users and carers to be involved in the production of the service specification. The new community re-ablement Centre to be commissioned as part of the Intermediate Care Strategy, being developed jointly by the Council and the Haringey Clinical Commissioning Group, as part of an overall approach which builds re-ablement capacity for individuals, services and communities
  - c) The transfer of the Council in-house Re-ablement Service to an external provider following further engagement with staff and the Trade Unions in line with existing protocols, and a procurement process.
5. The closure of the Haven Day Centre to be subject to an implementation plan that includes a) engagement with all stakeholders including service users and carers, b) the re-assessment or review of the care and support needs of service users with a view to identifying suitable alternative provision to meet assessed needs, c) the assignment of a Personal Budget Support Co-ordinator to support service users to access other day opportunities and d) a transition plan that is sensitive to the needs of service users, mitigates the impact of the closure, ensures the process of change is safely handled and the care and support needs of the service users continue to be met.

**Deputy  
CE/Dir  
Adults**

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	<p><b>6.</b> To expand the Council's capacity to ensure Supported Living Accommodation and Shared Lives schemes by:</p> <ul style="list-style-type: none"> <li>a) The closure of Linden Road Residential Care Home; and</li> <li>b) The delivery of the Council's in-house Shared Lives Service through an alternative provider and following a procurement process. This is to ensure that the expansion of the scheme is delivered and that the benefits are felt throughout the system.</li> </ul> <p><b>7.</b> The closure of Linden Road Residential Care Home to be subject to an implementation plan that includes a) engagement with all stakeholders including service users, families/carers and independent advocates (where necessary), b) the re-assessment or review of the care and support needs of service users with a view to identifying suitable supported living accommodation or other alternative provision to meet assessed needs and c) individual transition plans that are sensitive to the needs of service users, mitigate the impact of the closure, ensure the process of change is collaborative, safely handled, in the best interest of the service user and enable their care and support needs to continue to be met.</p> <p><b>8.</b> To increase the flexibility and availability of day services within the borough by:</p> <ul style="list-style-type: none"> <li>a) The closure of the Roundways, Birkbeck Road and Always Day Centres for adults with a learning disability;</li> <li>b) The provision of a new and expanded day opportunities for adults with learning disabilities (including those with complex needs and autism) from Ermine Road Day Centre and through an alternative provider;</li> <li>c) The closure of The Grange Day Centre; and</li> <li>d) The provision of a new model of day opportunities for older people and those with dementia from The Haynes Day Centre through an alternative provider.</li> </ul> <p><b>9.</b> The closure of the Roundways, Birkbeck Road, Always and The Grange Day Centres to be subject to an implementation plan that includes a) engagement with all stakeholders including service users and carers, b) the re-assessment or review of the care and support needs of service users with a view to identifying suitable alternative provision to meet assessed needs, c) the assignment of a Personal Budget Support Co-ordinator to support service users to access other day opportunities and d) a transition plan that is sensitive to and mitigates the impact of the closure and ensures the process of change is safely handled and that the care and support needs of the service user continue to be met.</p> <p><b>10.</b> To adopt the following principles and outcomes developed through the co-design process for the delivery of the future service models for day opportunities for people with learning disabilities, older people and people with dementia:</p>	
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	<p><u>Principles</u></p> <ul style="list-style-type: none"> <li>a) Quality monitoring of all activities and services in Haringey</li> <li>b) Accessible and up to date information about activities and services</li> <li>c) Mobilising community volunteering and supporting this with infrastructure</li> <li>d) Working with providers so staff are well paid</li> <li>e) Working with providers to encourage staff development</li> <li>f) User, partner and staff involvement in the development and delivery of opportunities</li> <li>g) Enabling service users to lead a fulfilling life</li> <li>h) Working with the market to develop a breadth of opportunities that meet the needs of a range of individuals and provide choice</li> <li>i) Developing availability of sustainable opportunities</li> </ul> <p><u>Outcomes</u></p> <ul style="list-style-type: none"> <li>a) Expanding out the availability of services in the wider community</li> <li>b) Information about services that are available</li> <li>c) Development of a travel programme to enable access to opportunities</li> <li>d) Help with personal assistants to provide help and support</li> <li>e) Enabling remaining Centres to work as hubs for needs of wider community</li> <li>f) Alternative methods of service delivery to be explored</li> <li>g) Support for people with Personal Budgets</li> </ul>	
	<p><b>11.</b> Using the principles and outcomes above, to develop with stakeholders including users and carers, a service model upon which officers will base the specification for day opportunities for adults with a learning disability to be delivered from Ermine Road Day Centre and for day opportunities for older people and those with dementia to be delivered from The Haynes.</p>	
	<p><b>12.</b> To tender the service for day opportunities for adults with learning disabilities based on the co-designed service model and specification, to achieve optimal outcomes for users and to achieve best value.</p>	
	<p><b>13.</b> To tender the service for day opportunities for older people and those with dementia based on the co-designed service model and specification to achieve optimal outcomes for users and to achieve best value.</p>	
	<p><b>14.</b> The implementation of the recommendations set out in 3.4 to 3.13 is delegated to the Director of Adult Social Services in consultation with the Cabinet Member for Health and Wellbeing.</p>	
	<p><b>15.</b> The implementation of the proposals to be monitored and overseen by the Healthy Lives Priority Board and the Transformation Group. (See Governance Section 4.30).</p>	
	<p><b>Alternative options considered</b></p> <p>Before the Council set its budget a consultation exercise was carried out on a wider set of proposals and savings proposals of £5.7 million set against care packages in Adult Social Services. This was considered but not taken forward.</p>	
	<p>The Council had also considered increasing Council Tax. It was decided that</p>	

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this was not the right thing to do as government funding rules suggest that overall the Council would only receive an additional £600,000 if it raised tax by 2%. This would not be enough to make a substantial difference to the social care budget but would mean that people in Haringey would have to pay more tax which could be challenging for residents.

The Council also considered using its reserves and the Council's Medium Term Financial Strategy does include some use of these reserves. However, the funding reductions are expected to continue for several years and are too high to be fully met from our reserves.

As the Council has set its budget, not making the Adult Social Care savings would be likely to mean that the overall Council budget would fall into deficit (i.e. expenditure could exceed its available resources). This would result in serious financial difficulty for the Council as a whole and call into question the sustainability of services in the future.

Legislative changes, demographic pressures and budget challenge mean that to continue to provide care and support in the current manner is unsustainable. The way we currently deliver services cannot meet expected outcomes and will not provide equitable services to meet demand.

To increase the capacity to develop services run by the Council would require more resources. The budget to provide adult social care has been reduced and, as such, there are no further resources therefore alternative ways of delivering services must be considered.

Responses to the consultation indicating the level of agreement/disagreement with the proposals have been considered in conjunction for the reasons stated for that view to understand the potential positive/negative impact of the proposal. Where opposition to the proposals was raised, we have identified areas where we could mitigate the concerns/risks including further increasing communication, and collaborative working with service users/families and providers. These are considered in further detail in the paragraphs below.

### **Reasons for decision**

#### **The need for change**

The traditional role of adult social care is changing. In the past, adult social services centred on assessing people's care needs and providing services to meet those needs. This remains a very important part of what social workers do, but there is increasing recognition that adult social care must do more to support people *before* they need care. In an era where our population is ageing, investing in prevention is key to helping more people to stay healthy and live independently for longer - and it means scarce resources can be used more effectively to support those people who need them most.

Making the change from a system that reacts when people need acute help to one that supports more people to remain healthy and independent is not an easy task. It takes time and relies on close co-operation between organisations and individuals in health, social care and the wider community. But the benefits of this change are considerable. In Haringey it would help to increase people's quality of life; improve people's health and wellbeing, and develop stronger and more resilient communities.

The current model for adult social care in Haringey does not do enough to prevent care and support needs escalating, and is unsustainable in the long-

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term. Last year, for every £3 the Council spent, £1 went on adult social care. Without significant change in how social care is delivered, that figure would rise, resulting in difficulties for the Council in delivering other services such as refuse collections, libraries and parks.

In Haringey there was a 5.3 percent increase in residents aged over 65 years between 2011-2013. This is great news but there is no doubt that it also places an ever-growing demand on care services. And while demand for services continues to rise, the money available to fund them has reduced. Across the country, there is currently £3.5 billion less in Council social care budgets than there was in 2010. This means that there is a pressing need for Councils to deliver social care differently. The Care Act has widened the scope of statutory duties with an increased emphasis on wellbeing as part of any assessment process. It is therefore important that our approach focuses on prevention and early intervention whilst continuing to meet eligible needs.

In Haringey, we want to keep people healthy and living in their own homes and communities for longer. We want to see a greater emphasis on promoting independence, dignity and choice - with care and support shifting away from institutional care towards community and home based support.

This will mean an increase in services like supported living housing, which helps people to maintain their independence in a safe and supportive environment. It will also mean development of schemes like Shared Lives - where carers choose to look after people in their own homes - and community-led programmes like Neighbourhoods Connects, which supports local people to participate in social activities and play a more active role in their community. It will also mean improving the work we do on prevention and early intervention so that more people are equipped with the information and advice they need to look after themselves and others better. This will help to delay and reduce the need for care in many circumstances, help people to remain independent for longer, and build more resilient communities.

Moving to this more sustainable model of adult social care would help us to reduce demand for services provided at traditional care institutions such as day centres and residential homes.

It would also mean that the Council would deliver fewer services directly, and would instead commission more services from the independent, community and voluntary sectors.

We know that care cannot be approached from a one-size-fits-all perspective, so we will ensure that specialist care services remain available for people with complex care needs. The recommended proposals enable the Council to continue to develop care and support which can be delivered within budget resources.

**Proposal to increase the Council's capacity to provide re-ablement and intermediate care services.**

The Care Act requires the Council to provide or arrange for the provision of services, facilities or resources, or take other steps, which it considers will prevent, reduce or delay the need for care and support. The Care and Support Statutory Guidance provides that the care and support system must work to "actively promote wellbeing and independence, and does not just wait to respond when people reach a crisis point. To meet the challenges of the future, it will be vital that the care and support system intervenes early to support

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individuals, helps people retain or regain their skills and confidence, and prevents need or delays deterioration wherever possible”.

Re-ablement services are for people with poor physical or mental health to help them adjust to their illness by learning or re-learning the skills necessary for daily living. The Re-ablement Service works closely with an individual for up to six weeks to build up skills, confidence and increase the opportunity for them to care for themselves. The service is for adults who have difficulty managing personal care or daily living tasks, perhaps as a result of illness or a period in hospital, following for example an accident, and have the potential to regain or maintain those independent living skills. This tailored support allows the individual to regain independence and stay in their own home for longer.

Intermediate care is short-term care for people who no longer need to be in hospital and do, however, require extra support to help them recover. It increases the opportunity for individuals to care for themselves and access the support needed to gain independence. The type of support and the duration of support offered will vary according to the assessed needs of the individual.

We want to increase our capacity for re-ablement and intermediate care services to enable more people to live independently in their own homes. Supporting people to live as independently as possible, for as long as possible is a guiding principle of the care and support system.

Residential homes and hospitals provide valuable care for those in need of those services, but with the right support, it is clear that adults would like to be empowered to be healthy and independent in their own homes for as long as possible. Evidence has shown that increasing the facilities and the opportunity for re-ablement services can potentially reduce the need for high cost social care packages in the future through supporting individuals to become independent. An increase in our capacity to provide re-ablement and intermediate care would allow us to support a greater number of people to have the support they need to prevent, reduce or delay the need for care and support.

**Proposal to increase our capacity to provide suitable accommodation that promotes individual well being through expanding Supported Living Accommodation and Shared Lives schemes.**

Under the Care Act, (2014), the Council must promote individual wellbeing; relating to ‘domestic, family and personal relationships’ and the ‘suitability of living accommodation’. The Care and Support Statutory Guidance provides that “Local authorities should encourage a genuine choice of service type, not only a selection of providers offering similar services, encouraging, for example, a variety of different living options such as shared lives, extra care housing, supported living, support provided at home, and live-in domiciliary care as alternatives to homes care, and low volume and specialist services for people with less common needs”.

In Haringey we have developed a range of provision for vulnerable people that has a greater emphasis on helping people to continue to live independently at home - maximising their independence and reducing social isolation - and is less reliant on traditional institutions. Working closely with our partners we are increasing the availability of schemes such as Supported Living and Shared Lives – demonstrating how most needs, including complex needs, can be met in the community. Adult social care users in Haringey, including people with complex needs, have told us they would prefer to live as independently as

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possible in the community where they have the opportunity to exercise greater control over their lives.

Supported Living Accommodation enables adults, who are assessed as being able to live independently, to do so. Individuals can have their own tenancy or choose to share with other eligible adults. Support is tailored to the needs of the individual and supports them with daily living including personal care, taking medication and money management.

Shared Lives is a well established scheme within Haringey Council and nationally. The scheme relies on the participation of the local community, where a family or an individual shares their family home with someone who needs support. The scheme is open to adults with various disabilities that have been assessed as being able to live within the community. It enables such adults to enjoy the independence and support of living with a local individual/family.

In consideration of feedback to the proposals, a broader spectrum of alternative providers will be appraised to ensure the best value for money option is identified to meet the needs of residents and benefit the whole community.

It is more important than ever that we get the most value from our public spending. Commissioning for social value involves looking at the collective benefit to a community when a service is provided.

**Proposal to increase the availability and flexibility of day opportunities within the borough meeting the individual needs of residents.**

The Care Act provides that “the local authority must promote the efficient and effective operation of a market in services for meeting care and support needs with a view to ensuring that any person in its area wishing to access services in the market” has a “variety of providers” and “variety of high quality services” to choose from.

Day services provide both respite for carers and opportunities for vulnerable adults to be active and socialise during the day. Haringey is continuing to develop new forms of day opportunities and move away from traditional buildings based services, supporting and increasing opportunities in the wider community. Working with the community and other businesses to develop services will promote more flexibility, availability and opportunity.

We are committed to the priorities set out in *Valuing People Now*<sup>1</sup>, to improve outcomes for people with learning disabilities in employment, housing and health, through person Centred approaches and the promotion of personal budgets. All people with learning disabilities have the right to lead their lives like any others, with the same opportunities and responsibilities. The shift from buildings based care to community led support will enable all adults to make informed choices to enable the best outcome for them.

We have to move away from segregated buildings based day opportunities within the borough for people with learning disabilities and to continue to develop access to mainstream activities – these include local leisure educational and employment opportunities. We recognise, however, that people with specific needs will require a Centre to support them at particular

<sup>1</sup> [Valuing People - A New Strategy for Learning Disability for the 21st Century](#) and [Valuing People Now: Summary Report March 2009 to September 2010](#)

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times and we are proposing to retain the use of Ermine Road Centre as part of the delivery of Learning Disability Day Opportunities in Haringey.

**The Consultation Feedback**

Feedback received to the consultation demonstrated that respondents overwhelming opposed the proposals. The value of the services currently received was reiterated throughout the consultation responses, with much accolade received for existing staff, facilities and the opportunities provided. The desire to keep services in their current format and directly managed by the Council was repeatedly presented along with feedback of positive outcomes achieved through the existing service provisions.

Concerns raised demonstrated anxiety around the proposed changes and how they might affect individuals and their families/carers, a) mentally (through isolation) b) financially (having to obtain services elsewhere and/or families having to change working patterns to accommodate their loved one), and c) physically (assuring the safety of service users, with appropriately trained staff within alternative provisions).

Appendix 1, *Analysis of the consultation process and results*, summarises the key themes identified through a) responses to the consultation questionnaires, b) correspondence received (letters and emails) and c) staff engagement, to each proposal<sup>2</sup>. The document also provides the full responses received to the consultation.<sup>3</sup>

It is acknowledged that the recommendations will result in a reduction in services directed provided by the Council. The feedback received from the consultation demonstrates the concern for the continuation of high quality of services should services be delivered by an alternative provider. We will select alternative providers to deliver services based on their ability to meet the specification and the commissioned service will be subject to ongoing monitoring as detailed in paragraph 4.29 below.

Also, there will be changes to the established daily patterns of service users and their families/carers. Service users may need to adjust to new environments, new staff and new routines. We will work sensitively with each individual and plan with them, their families/carers, how best to manage any necessary changes.

**Governance and monitoring**

There will be monitoring and oversight of the implementation of the recommendations in Section 3 above, through: a) the Strategic Healthy Lives Priority Board (which has oversight of the strategic and operational delivery of the various service proposals); b) the Transformation Group (which provides scrutiny and challenge to the delivery of the Transformation proposals/plans and ongoing monitoring of quality and performance); and c) the Deputy Chief Executive, Director and Lead Member for Health and Wellbeing. This oversight will pay particular attention to the issues raised by consultees which includes potential loss of respite for carers, loss of experienced trained staff, perceived increase in safeguarding risk, lack of transitional support for people who find change difficult and lack of clarity about alternative provision. In addition the transformation is subject to scrutiny by the Council's overview and Scrutiny Committee and the Adults and Health Scrutiny panel.

<sup>2</sup> Pages 17-45

<sup>3</sup> Page 112-234

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CAB109	<p><b>APPROVAL OF A NEW COMMISSIONING MODEL FOR CHILDREN'S CENTRES IN HARINGEY.</b></p> <p>The Cabinet Member for Children and Families introduced the report which included: detailed feedback from the consultation on the proposed commissioning model for Children's Centres at Appendix I; the findings of the equalities impact assessment of the proposals at Appendix II, the actions to mitigate the impact on service users; analysis of the issues was contained in the sections of the main report; and the legal duties of the Council were contained in section 8.</p> <p>The Cabinet Member for Children and Families reminded Cabinet of the context behind the proposed changes to the Children's Centre services and closure of 9 Centres. The financial challenges the Council was facing over the next three years meant that the Council would have to make some difficult decisions about which services it offers and must ensure that it is utilising remaining resources to best effect.</p> <p>Councillor Waters acknowledged that 87% of respondees did not want to see closures and valued the stay and a play provision provided by the Centres. However, these changes would allow the Council to continue to support the community and help provide access to the most vulnerable.</p> <p>As part of the plans Children's Centres will deliver services from fewer physical premises, but will continue to offer comprehensive support as well as making services available to more people and ensuring standards were more consistent from place to place. The Council had listened to views about the proposed community access points and these would not be taken forward as their role and focus was not fully understood. Instead there would be focus on making sure that the remaining Children's Centres were providing a good comprehensive support with focus on safeguarding and universally accessible services. There will be more integration with health services with a health check provided to all 1 and 2 year olds in the borough. There will be integrated outreach using staff and partners to provide better services to children.</p> <p>Councillor Waters advised that there will continue to be a strong emphasis on parental involvement and the majority of remaining Children's Centres would be located in areas where need is the greatest. There were plans being developed to expand services to a wider age range of 0 – 19 year olds, or 0 -25 in the case of those children with additional needs.</p> <p>These Centres will also be open more frequently and will provide additional support to groups including fathers and young parents.</p> <p>These proposals would see Children's Centres work more closely with parents, carers, health visitors and GPs, as well as many others in the community to ensure they are able to provide more support directly in the community.</p> <p>Councillor Waters advised that there would be a full timetable for development of the Children's Centres and there was a tremendous amount of information to take forward from the consultation to support this work going forward.</p> <p>In response to Councillor Morton's question on the average journey times to the Children's Centres from their location in the borough, it was noted that the locations had been chosen with the local partner network in mind and there</p>	

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should be no more than 20 minutes travel to the Children's Centres for parents.

In response to Councillor Strickland's question about good services being provided with a reduced budget, it was noted that the universal health visits to all 1 and 2 year olds will actually help the Council see more children and pick up any issues at an early stage and enable families to be signposted to Council or partner services.

In response to Councillor Arthur's question on the outreach work to be achieved, this would be commissioned according to the outcomes being sought and will help the Council identify the families that need support.

The Cabinet Member for Children and Families also clarified that the buildings of the Children's Centres that were closing would likely continue to provide early years settings for the community. The Council were exploring how the buildings can be utilised to support the required national changes in the childcare policy, providing more care and preschool education for children.

Councillor McNamara welcomed the increased age range covered by the Children's Centres and hoped that the Centres could have a role in support educational welfare activities such as ensuring attendance at school which was a fundamental to ensuring that children are able to develop and achieve educationally.

Councillor Peacock was invited by the Chair to address the Cabinet.

Councillor Peacock spoke in her capacity as Chair of a Children's Centres cluster group, Chair of the Local Planning Group at Park Lane and Vice Chair of the Pembury Children's Centre. She expressed her disappointment at the proposals to close 9 Centres which she believed would provide additional pressures for staff in the remaining Children's Centres. Councillor Peacock put forward the concerns of staff in her associated Centre about their changing roles in the new model. Councillor Peacock was concerned that 4 schools would not be participating in the scheme and there would not be a Centre in the west of the borough until a Children's Centre could be commissioned.

The Cabinet Member for Children and Families responded to the concerns raised by Cllr Peacock by reiterating that the Council had listened to all the views expressed in the consultation. However the Council would have less money to spend in the future and would need a Children's Centre model that targets the vulnerable and responds to families with a comprehensive service. A Centre would be commissioned in the west of the borough and this would be in a central location as possible. Cllr Waters clarified that Rokesly school had themselves opted not to have a Centre and Campsbourne did not want to take existing teaching time away from the school by adding a Centre

In terms of the Bounds Green and Noel Park Centres closing, the Council would ensure that the remaining Centres provide a full comprehensive service. Cllr Waters provided assurance that there would be detailed discussions with affected staff following Cabinet's decision with full explanation of the different designations being taken forward.

Councillor Engert came forward to speak and welcomed the universal visits to

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families with 1 ad 2 year olds by Health Visitors. Cllr Engert further hoped that the location of the new Children's Centre in the west of the borough would be as central as possible and easily accessible to families. It was agreed that Cllr Engert be supplied with the estimation of the number of children that the Health Visitors would be visiting in the borough.

Following a vote of Cabinet Members -

**RESOLVED**

1. Considered and taken into account detailed feedback from the statutory consultation which is summarised at **Appendix I**.
2. Considered and taken into account the findings of the Equalities Impact Assessment at **Appendix II**.
3. To take into account the concerns raised as part of the consultation exercise, actions proposed to mitigate these concerns and the adverse impact of the proposals on service users.
4. To take into account the statutory guidance (Sure Start Children's Centres Statutory Guidance) attached as **Appendix III** and to be found at [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/273768/childrens\\_Centre\\_stat\\_guidance\\_april\\_2013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/273768/childrens_Centre_stat_guidance_april_2013.pdf)
5. To take into account the options outlined in the report at Section 5.
6. To reduce the number of designated Children's Centres in the Borough from 16 to 9.
7. To close the following seven designated Children's Centres by 31<sup>st</sup> March 2016:
  - Bounds Green Children's Centre
  - Campsbourne Children Centre
  - Earlsmead Children's Centre
  - Noel Park Children's Centre
  - South Grove Children's Centre
  - Stonecroft Children's Centre
  - The Ladder Children's Centre

Closing these Centres will require the Council to de-designate the Centres by formally notifying the Department for Education (DfE) and Ofsted. Following this, they will no longer be recorded as Children's Centres on the DfE or Ofsted databases.

8. To close Rokesly Children's Centre, a school-based Children's Centre, at the request of the school's governing body, by 31<sup>st</sup> March 2016.

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9. To identify a new provider to deliver Children's Centre services covering Alexandra, Crouch End, Fortis Green, Hornsey, Highgate, Muswell Hill and Stroud Green wards.
10. To withdraw the proposal for the development of Community Access Points (CAPs).
11. To establish five Children's Centre planning areas, aligned with Haringey schools' Network Learning Communities (NLCs).
12. To confirm, that whilst Children's Centres should retain a focus on delivering services for children aged 0-5 years and their families, future developments should include services for children and young people aged 0 – 19, and 25 where children have additional needs and disabilities, and their families. These early help services, which intervene early to offer support at the right time before needs escalate, will form part of the locality based approach to early help.
13. To confirm that the commissioning of children 's Centres going forward will be outcomes focused, that the service offer will be informed by differing needs across the borough and that a core universal and targeted service offer will be available from all Children's Centres.
14. To prioritise access to Children's Centre services for Haringey residents.
15. To increase current service availability across more weeks of the year and note that work will continue with partner services, including health services, to enable greater access to services in the evenings and at weekends.
16. To bring the current arrangements for Children's Centre Advisory Boards to an end by 31<sup>st</sup> March 2016 and establish new Children's Centre Advisory Boards (CCAB) from April 2016.
17. To develop Parent Engagement Forums for each Children's Centre planning area.
18. To introduce the new model for Children's Centres in Haringey from April 2016 based on the key points above, including the reduction in the number of Children's Centres, embedding of Children's Centres within the wider delivery of early help in localities across the borough, an increased universal and targeted offer, a focus on the family, supporting access to children 0-19 (and 25 for children with additional needs and disabilities), strong links with health and other early help provision and greater parental and resident involvement in delivery and governance. The localities are areas that align with the locality groupings that schools in Haringey are organised by.

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19. The implementation of the recommendations set out above to be delegated to the Assistant Director for Commissioning in consultation with the Cabinet Member for Children and Families.

20. The implementation of the proposals to be monitored and overseen by the Best Start in Life Priority Board.

Cabinet made the above resolutions taking into account the feedback from the consultation exercise, an appraisal of suggestions made, in terms of costs and impact, our strategic priorities for early help and the anticipated levels of funding available from 2016.

**Alternative options considered**

**Option 1** - The responses to the statutory consultation showed that the majority of respondents did not agree with any reduction in the current number of Children's Centres in the borough.

This option would retain the current model and number of designated Children's Centres in Haringey but strengthen the outreach and partnership approach across the borough. The key elements included in this option are:

- Maintaining 16 designated Children's Centres
- 4 hour weekend service provision for 38 weeks per year
- Dedicated Centre manager for each site
- Allocation towards building running costs and service delivery

An analysis of this option suggested that this would cost £2.834m in funding. This is nearly £1m more than the recommended option and over £400k more than the current service delivery cost.

This option has not been proposed for implementation due to the high costs.

**Option 2** – This option would propose to implement a commissioning model for Children's Centre delivery as set out in the statutory consultation. This proposed the retention of 9 designated Children's Centres and 7 Community Access Points. If taking forward this option, we would incorporate the feedback from consultees on the numbers of staff and level of running costs required to maintain this particular delivery model. The key elements included in this option are:

- Maintaining 9 designated Children's Centres
- Maintaining 7 community access point open for 15 hours service delivery per week
- 4 hour weekend service provision for 38 weeks per year
- Dedicated Centre manager for each site
- Allocation towards building running costs and service delivery

An analysis of costs suggested that the funding required to meet the delivery model as informed by the consultation would be £2.194m. This would represent a saving on the current budget but is still £334K more than the recommended option.

This option has not been proposed for implementation due to the costs.

**Reasons for decision**

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The transformation of early years is a fundamental part of the Council's early help strategy and approach. We recognise that early years represents the best early intervention opportunity to improve outcomes for local residents. Children's Centres are an important part of the network of services, including early years education settings, schools, health services and the voluntary and community sector, that children and families use in the borough and that provide access to information, support and where required, more specialist services.

The five strategic objectives of our Early Help Strategy 2015-2018 are:

- Delivering prevention and early intervention to reduce escalation of need
- Enhancing access to, and co-ordination of, integrated services
- Sustaining resilience for children, young people and families
- Developing the workforce to be more confident and empowered practitioners of early help
- Increasing equity of access to quality provision for all children, young people and families

These objectives provide the framework for the approach we are taking to the development, commissioning and delivery of early help services, including early year's services, as we progress towards 2018/19.

The proposals set out in this section of the report aim to address the three key outcomes enabled by the Early Help Strategy:

- Improved family and community resilience
- Thriving children, young people and families and
- Strong partnerships, making effective use of resources

***The future commissioning model for Children's Centres***

A commissioning approach will be applied transparently and equitably to the delivery of early year's provision in the borough. This approach will seek to focus funding on the achievement of identified outcomes, rather than on settings, and allow for local variations to meet specific outcomes based on identified need. The new model for delivering Children's Centres in Haringey will build on the current mixed commissioning model, establishing a more consistent approach across the borough and one that is based on needs, assets and resources.

Implementing this approach will mean that we will:

- Commission for outcomes
- Commission for Children's Centre integration within a wider early help locality model
- Commission in a way that builds the engagement of families and strengthens community and individual resilience
- Commission for sustainability
- Commission to engage with, and benefit from, the wider opportunities of closer joint working with health, education, employment and other providers

We are seeking to introduce a more consistent approach to the commissioning of Children's Centre service delivery and build in greater degrees of flexibility, enabling the model to adapt to changing needs over time. The emphasis will

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be less on buildings and more on the network of services that will operate across an area in a range of locations and delivered by both community and professional partners.

***Financial Impact***

The overall early year's budget for 2014/2015 was £4.145m. The need to find savings of £1.440m between the financial years 2015/16 and 2018/19 means an overall reduction of 35%.

In 2014/15, the £4.145m was allocated across early years services as follows:

Budget Area	2014/15 Early Years Budget Allocation (£)	Percentage of the overall early years budget
Children's Centres	2,400,766	58%
Haringey's Early Years Central Teams costs	733,000	18%
Early Years Commissioned Services	1,012,100	24%

If the savings had been apportioned to each service area in line with the budget then it would have been necessary to take £835K from Children's Centres. However, during our engagement process, the importance of maintaining a strong network of outcome focused Children's Centres services to complement other commissioned services became clear and an alternative approach was therefore taken. Work was undertaken by officers to build up a new model for Children's Centres service delivery informed by our strategic objectives and feedback from stakeholders, as well as the need to find savings. This produced a very different profile of savings across the early year's budget.

Area of early years expenditure	2014/15 budget (£)	Total reduction by 2018/19 (£)	Overall reduction to 2014/15 budget
Children's Centres	2,400,766	545,000	23%
Haringey's Early Years Central Teams costs	733,000	399,000	54%
Commissioned services	1,012,100	496,000	49%
TOTAL	4,145,866	1,440,000	

The full year cost of the recommended proposals is **£1.86m**, contributing a financial saving of **£545,000** in the early year's expenditure by 2018-19. Specifically, the budget for commissioning the future Children's Centre delivery model will be targeted at maintaining a core Children's Centre offer that we believe can be sustained in the longer term.

The recommendations will enable a continuation of Children's Centre services with reduced funding and ensure that the active participation and engagement of parents/carers and the community will play a significant part in shaping the

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Children's Centre offer over the next three years.

The recommendations will also enable the Council to ensure that limited resources are targeted to best effect and that we believe can be sustained over the next two years.

Despite the fact that the Council is proposing to close Children's Centres, we do not believe the outcomes for children, particularly the most disadvantaged, would be adversely affected for these reasons:

The integration of health visiting into the Children's Centre delivery model which will ensure universal contact with all 0-5 year olds in the borough and the early identification of the most vulnerable

The embedding of the Early Help Locality Model and implementation of the Early Help Assessment Framework which will strengthen the early identification and response to more vulnerable children and their families  
Integrated outreach will be delivered in partnership across health, Children's Centre and voluntary and community sector staff which will enable greater capacity to meet identified need

Despite the fact that the Council is proposing to close Children's Centres, we believe that this will not compromise our duty to have sufficient Children's Centres to meet local need, for the following reasons:

Children's Centres remain universally accessible, strengthened by a core universal offer, outreach and targeted services, which ensures that the proposed network of Children's Centres is accessible to all families with young children in the borough

Having taken into account accessibility and transport links as part of developing the proposals, we believe that Children's Centres and their services will be within reasonable reach of all families with young children in the borough taking into account distance and availability of transport

The proposed offer as set out in s. 6.15.6.6 reflects our joint approach with local commissioners of health, employment and other services to ensure that we can support those families who need services to access t

Alongside the universal offer, we will ensure targeted Children's Centres services are accessible to young children and families in the area who are at risk of poor outcomes

The proposals build stronger links between Children's Centre staff and health visiting, early help and voluntary and community sector providers in order to reach all local children and families, supported by effective tracking and information sharing. Our performance management processes will have a particular focus on reach and outcomes for disadvantaged groups

As far as is reasonably practicable, the proposals seek to develop opening times which meet the needs of service users

The main criticisms of the proposals raised in the consultation process can be summarised as:

- a) The closure of Children's Centres would lead to lack of service coverage, overcrowding at the Centres that remained and

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	<p>further travel for families to access services.</p> <ul style="list-style-type: none"> <li>b) Closure of particular Children's Centres would lead to a loss of qualified, experienced and high quality staff for the delivery of Children's Centre services</li> <li>c) There would be a reduction in choice for residents and Children's Centre users</li> <li>d) The increased levels of activity at the Children's Centres remaining open, could mean a lack of capacity to identify and respond to safeguarding issues at the earliest opportunity</li> <li>e) The Community Access Points would lead to a stretching of resources and would lead to a lack of clarity over accountability and governance for service delivery</li> </ul> <p>For further details of respondent's views on the proposals, see pages 68 -288 of Changes to Haringey's Children's Centres: summary report of responses at <b>Appendix I</b>.</p> <p>Officers believe, as set out in more detail in ss. 6.15 – 6.17 of this report, that the design of the future model responds to these criticisms and that the Equalities Impact Assessment further details how mitigating actions will be taken. In summary, the proposals set out:</p> <ul style="list-style-type: none"> <li>• increased levels of outreach</li> <li>• stronger partnership arrangements to ensure commissioned services can contribute to support for children and families</li> <li>• the confirmation of an equitable and transparent restructure process across all Children's Centre sites and of a Children's Centre manager for each Children's Centre site</li> <li>• the core universal and targeted offer to be in place at each Centre</li> <li>• designated Social Worker, Health Visitor and Family Support Worker arrangements for each Children's Centre</li> <li>• increased family support early intervention capacity at each Children's Centre</li> <li>• withdrawal of the proposal to establish Community Access Points in order to focus resources on designated Children's Centres</li> </ul>	
<b>CAB110</b>	<p><b>EDUCATION EXCELLENCE POLICY</b></p> <p>The Cabinet Member for Children and Families introduced the report which set out the policy for how the Council will work with all schools in the borough both in a statutory and non statutory setting. The policy further outlined how the Council will not only support schools to ensure their pupils reach their potential, but also how it will support Haringey's family of schools to support each other. Cllr Waters emphasised that championing excellence and supporting school improvement was key to delivering the borough's ambitious aim to ensure all children and young people are able to access an outstanding education in Haringey, leading to employment and greater opportunities for young people.</p> <p>With the changing educational landscape now including a diverse range of schools in the borough it was also a good time for a policy to set out the expectation and responsibilities of both the Council and Schools for safeguarding which this policy also did.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p>	

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	<p>To adopt the Education Excellence Policy which sets out the statutory role of the authority and lies at the core of the relationship between the Council and schools, academies, academy sponsors, multi-academy trusts, free schools the Council's Diocesan partners, the Department for Education (DfE) and the Greater London Authority (GLA) on our improvement agenda.</p> <p>To note:</p> <ul style="list-style-type: none"> <li>• the diverse and changing education landscape;</li> <li>• the legislation setting out the statutory role of local authorities;</li> <li>• the non-statutory and statutory interventions to support school improvement.</li> </ul> <p><b>Alternative options considered</b></p> <p>A school improvement strategy was considered. Following guidance last year this was superseded by an Education Excellence Policy which was written to set down the shape of our relationship with schools, academies, multi-academy trusts, free schools, the DfE and the GLA.</p> <p>Recognition is given to new legislation being developed this year – the Education and Adoption Bill- which will bring about enforced academisation for schools judged by Ofsted as requiring improvement, those in special measures and also for schools considered by the Secretary of State as “coasting”.</p> <p><b>Reasons for decision</b></p> <p>In a diverse education landscape with changing roles and responsibilities for the Council it is important to recognise the role of ‘champion’ and define the relationship with schools, academies, multi-academy trusts, free schools. Our role is now of influence, commissioning, brokering and acting as a constructive partner.</p> <p>To achieve our vision and create a world class system the way forward is to develop partnership, collaborative models and effective networks where schools work together to spread best practice and help all schools become good or better schools.</p>	Deputy CE/ Interim AD Schools & Learning
CAB111	<p><b>BUDGET MONITORING - UPDATE REPORT</b></p> <p>The Cabinet Member for Resources and Culture introduced the report which provided an update on the Council's budget position since the previous monitoring report considered at the October meeting. The overspend had increased from £14.3m to £14.8m due to increasing costs for temporary accommodation.</p> <p>The report further set out the budget reduction strategy was being taken forward, use of reserves , together with the actions being undertaken to reduce the overspend and longer term savings plans. There would be £2.9m released from treasury management activities to tackle the overspend and a further £5m was earmarked to be drawn down to respond to the overspend. This action highlighted that reserves were not enough to support services to deal with changes in demographics and rising demand.</p> <p>In response to Cllr Engert's question about the increase in the overspend and expected use of reserves until the end of the financial year, it was noted that</p>	

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the £6.9m overspend was a challenge but all officers were working hard to reduce the deficit to deter further use of the reserves.

There were specific star chamber meetings to analyse and compile actions for overspending areas. A meeting had been held with Adults and Children's service and there would be activities going forward to get grip on overspending Children's budget and a review of care packages which would have an impact of the spend currently.

The Leader remarked on the how this report illustrated the difficult financial context which the Council was working in, entailing difficult decisions to limit calls on reserves. Further reductions to local government finance were still expected with the government announcement this week of a 30% cut to the DCLG budget, of which a percentage would inevitably be passed on to local government. Cllr Arthur informed Cabinet that there was also a 6.2% cut to the Public Health grant which would see a £1.2m in year cut to the Council's health budget.

The Cabinet Member for Economy, Sustainability, and Social inclusion highlighted the high level risk to reserves if the Council continued to spend at current levels.

**RESOLVED**

To note the updated budget management position and the proposed actions to address the 2015/16 position.

**Alternative options considered**

In addition to the approach set out in this paper there are a number of alternatives that could be taken. A passive approach could be adopted with the position being dealt with at the end of the financial year; in that event, and to the extent that there remained an overspend position; there would be a call on the Council's reserves.

The option of requiring alternative or additional budget savings has also been considered however at this stage it has been discounted as the evidence suggests that the approved savings should continue to be delivered albeit that slippage is occurring. In addition there are no indications that any alternative savings have a greater chance of success; this is particularly true given the time that would be needed to develop, approve and implement them.

Further, more aggressive management action could be taken to limit spending above those already being pursued in the Deficit Recovery Plan: for example all vacancies could be 'frozen', or there could be embargoes on spending. In practice these require significant management attention which at this stages it is considered would detract from the key task of implementing the approved savings proposals. Instead a recruitment panel of senior offices considers the business case for all vacancy and temporary staffing requests and relevant spending trends are closely monitored.

None of these options have been discounted lightly and they are all available should they become necessary later; it is therefore important that members understand the alternative actions and keep the Council's financial position under close review.

**Reasons for decision**

Members set the approved budget in February 2015 alongside the three year Medium Term Financial Strategy (MTFS). The overspend position apparent at this stage of the 2015/16 financial year requires members to consider the

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	options for bringing the budget back into balance over the remainder of the financial year.	
<b>CAB112</b>	<p><b>HARINGEY DEVELOPMENT VEHICLE</b></p> <p>The Cabinet Member for Housing and Regeneration introduced the report which sought agreement to the establishment of a Development Vehicle for Haringey to deliver regeneration and achieve new housing, jobs and social and economic benefits for the borough. A business case was presented supporting this and approval was sought to commence a procurement process under the Public Contracts Regulations 2015 using the Competitive Dialogue procedure to procure an investment partner.</p> <p>The Cabinet Member explained how important it was to take forward a social dividend scheme for Haringey residents and put forward the approval for developing a joint venture company to help the Council's ambition for increasing jobs, and homes at a time when the Council did not have the financial resources to do this as a lone venture nor the wide range of skills and expertise needed for this future wide scale regeneration.</p> <p>The report sought agreement to begin the procurement process for seeking a partner for the joint venture vehicle.</p> <p>In response to Councillor Engert's question, it was noted that new build projects under the joint venture vehicle would not have Right to Buy applied. However, given the current housing policy activities of the Government, an absolute assurance could not be provided that this policy would remain as is.</p> <p>In response to Cllr Engert's question about the inclusion of Wood Green Library site in the categories of assets to be included in the vehicle, it was noted that there was further consultation with residents in the next few weeks on the development of Wood Green.</p> <p>The funding for the procurement of the partner would be met from the Urban Renewal reserves.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. To approve the Business Case attached as Appendix A1, and as referred to in the exempt report, for the establishment of the 'Haringey Development Vehicle'.</li> <li>2. To agrees that Option 6 as set out in paragraphs 7.40-7.42 of this report (the Overarching Vehicle) is the most appropriate structure for Haringey.</li> <li>3. To the commencement of a Competitive Dialogue Procedure under the Public Contracts Regulations 2015, to procure an investment partner, with whom to set up a vehicle as set out in Option 6, subject to this matter being brought back to Cabinet for the selection of the preferred</li> </ol>	<p>Dir Planning Regen and Develop ment /AD Regen</p>

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	<p>bidder and approval of the final documentation as set out in recommendation 5 below.</p> <ol style="list-style-type: none"> <li>4. To provide delegated Authority to the Director of Regeneration, Planning and Development, after consultation with the Leader of the Council, to agree all documentation required to support the procurement process.</li> <li>5. To provide delegated Authority to the Director of Regeneration, Planning and Development, after consultation with the Leader of the Council, to deselect bidders, in line with the evaluation criteria, throughout the procurement process and to return to Cabinet for approval of the preferred bidder following the conclusion of the procurement process.</li> <li>6. That the list of properties or sites set out in paragraph 7.54 be included in the procurement as Category 1 Land owned by the Council that it is intended will be transferred into the vehicle', subject to satisfaction of the appropriate conditions precedent and obtaining necessary consents where applicable.</li> <li>7. That the Category 2 properties listed in paragraph 7.54 be included in the procurement process as they may potentially be transferred into the vehicle in future. Cabinet will receive a further report at the appropriate time should it be intended to transfer these into the vehicle.</li> <li>8. To note that the Council may wish to transfer into the vehicle at a future time additional currently unidentified strategic, vacant or surplus sites or assets, located in the Borough and owned by the Council, that are suitable to deliver the regeneration and socio-economic aspirations of the Council, These are referred to as Category 3 Properties in paragraph 7.54 of this report and Cabinet is requested to agree that these be included in the procurement. These may be Housing Revenue Account or General Fund sites and should these be brought forward Cabinet will receive a further report on the potential disposal of these assets to the vehicle.</li> <li>9. That the initial procurement brief as set out at Appendix 7, indicating in outline the priority areas of regeneration, social and economic benefits that the Council is seeking be taken forward and that delegated authority be given to the Director of Regeneration, Planning and Place, after consultation with the Leader of the Council to make any necessary amendments during the procurement process.</li> <li>10. That additional funding of £547,000 from the Urban Renewal Reserve be provided to carry out the procurement process, as set out in paragraph 8.8.</li> </ol> <p><b>Alternative options considered</b></p>	
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The potential alternative options are considered in detail in the business case attached a Appendix A1, and referred to in the exempt report, and covered in the main report.

**Reasons for Decision**

The Council has set out in its Corporate Plan and associated strategies, a set of challenging social, economic and regeneration objectives. It also has challenging economic and housing growth targets from the London plan, as well as a need to maintain its existing housing stock and carry out major estate renewal. It has neither the resources nor the capacity to achieve these alone.

In the autumn of 2014, Turnberry examined the market on the Council's behalf to see if there was an appetite for partnership with the Council to deliver these social and economic objectives; deliver new housing and economic growth. On confirming that there was interest, the Council commissioned detailed work into the options for delivering the objectives, which is included in the Business Case at Appendix A1 and considered in detail below.

In summary, the site by site disposal of land will not deliver the required social and economic benefits or the renewal of estates as the level of up front funding required by the private sector, particularly for estate renewal, will prevent them being developed, and where it is possible to move development forward will reduce returns and inhibit the delivery of social and economic benefits.

For the Council to establish a wholly owned company and carry out the work itself, would mean a commitment to a level of borrowing that is impossible for the Council to sustain, and a level of risk that would not be prudent.

Accordingly the option recommended is that the Council should seek through open procurement a private sector partner with whom to deliver the objectives in partnership.

The Council accepts a degree of risk in that it will commit its commercial portfolio to the vehicle, and will, subject to the satisfaction of relevant pre-existing conditions, also commit land. It has also to bear the costs of the procurement and establishment of the vehicle, and some limited development risk. However, in return, the contribution to its Corporate Plan objectives, including high quality new jobs, new homes including affordable homes and economic and social benefits, will be at a scale and pace that would otherwise be unachievable. The Council also receives a financial return that it can reinvest in the fulfilment of its statutory functions, and particularly in measures to achieve such socio-economic objectives ( as more particularly described in paragraph 7 below and Appendix 7) or, as appropriate, such other strategic outcomes under the Corporate Plan.

The development partner, who continues to bear funding risk and the consequent development risk, enters a long term partnership with a non – commercial partner in a political environment, making it essential for them to maintain relationships. However, they obtain a long term pipeline of development work, in an area of London with rising land values, and with a stable partner.

It is not feasible for the Council to continue to operate as it has done previously and the approach outlined will help deliver wider social and economic benefits, as well as the housing and jobs outlined in the Council's plans. It should be noted, however, that this report does not recommend a decision to establish a vehicle, but simply to open a procurement process with a view to establishing

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	one; the decision to establish will come back to Cabinet in due course.	
<b>CAB113</b>	<p><b>WARDS CORNER COMPULSORY PURCHASE ORDER 2015[SEVEN SISTERS REGENERATION, TOTTENHAM - COMPULSORY PURCHASE ORDER 2016 - "LONDON BOROUGH OF HARINGEY (WARDS CORNER REGENERATION PROJECT) COMPULSORY PURCHASE ORDER 2016".</b></p> <p>The Cabinet Member for Housing and Regeneration introduced the report which sought approval from Cabinet for the Council to use its Compulsory Purchase Order (CPO) powers to acquire the land required for the Wards Corner development. The report further included the rationale and reasons for Cabinet authorising the CPO of this key regeneration site in Tottenham.</p> <p>Cabinet had already agreed, in July 2014, to the principal of the CPO, subject to pre – conditions being met. The Cabinet Member reiterated that this was a critical development for Tottenham delivering housing and employment.</p> <p>The Cabinet Member for Housing and Regeneration further drew Cabinet's attention to an addendum to be considered with this report. This included an updated Statement of Reasons and corresponding updated recommendations, following the recent DCLG guidance on CPO's produced in late October. This had been produced after the report was finalised and it was necessary to now consider the updated statement of reasons to ensure the Council were complying with the latest government guidance.</p> <p>A deputation request from the Wards Corner Coalition had been received after the constitutional deadline and therefore had not been accepted .They had put forward further written representations which were tabled for Cabinet member's consideration.</p> <p>Councillor Strickland continued to respond to the issues raised in the deputation letter.</p> <ul style="list-style-type: none"> <li>• The Wards Corner Coalition contended that they had not been communicated with about the likelihood of a CPO decision going forward to Cabinet in November. In response to this, the Cabinet Member advised that there had been a previous indication of the CPO decision in the earlier report to Cabinet in July 2014 and this key decision had been notified on the 1<sup>st</sup> of October in the Council's published Forward Plan.</li> <li>• The public benefit of the CPO, the case was made within the report and the Statement of Reasons and would be tested at a public enquiry, if necessary.</li> <li>• Lack of engagement with them about this process - Cllr Strickland explained that at this stage of the process the Council were not required to engage with the Collation. There would be stakeholder engagement as part of the CPO process.</li> <li>• The CPO process was a statutory process and people were free to oppose this through the set statutory process. Councillor Strickland outlined that the EQIA at Appendix 5 of the report pack also identified the existing social and economic value of the site in relation to protected characteristics. It concluded that any negative equality impacts of the</li> </ul>	

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	<p>CPO will be mitigated by the measures outlined in the S106 Agreement, including further engagement with the affected stakeholders.</p> <ul style="list-style-type: none"> <li>• Representation of the Ward's Corner Coalition community plan in the report, there was a clear reference to the plan and objective assessment made in section 8. This was clear that the Coalition's community plan does not deliver the regeneration needed in this area.</li> <li>• Community value – ASV was not dismissed and dealt with in the draft Statement of Reasons.</li> <li>• Cabinet was not required to consider likelihood that CPO will be opposed.</li> <li>• The opposition by London Underground was noted. Cllr Strickland advised that this was being completed as a protective measure by London Underground and prior to them settling terms with Grainger. This was clearly not viewed as an action contrary to the proposed scheme and there was not an opposition to the overall scheme and objective for this area which was increased housing and jobs.</li> <li>• Assurance was further given by the Cabinet Member for Housing and Regeneration that points raised by the Collation have been covered in the report.</li> </ul> <p>Cllr McNamara reminded Cabinet of the previous efforts of the Planning Committee in ensuring the improvement to the design of the scheme and preservation of the physical heritage aspects. Issues with access points had previously also been resolved.</p> <p>In response to Cllr Carter's question, it was noted that the provision for the existing market had been dealt with in the section 106 agreement and they had protected funding to relocate. There was not previously affordable housing included in the approved development following the viability assessment of the scheme.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. To note that the pre-conditions for the CPO as set out in the Cabinet Resolution of 12<sup>th</sup> July 2014 have been met and complied with and that Grainger has confirmed that the pre-conditions contained within the Development Agreement of the 3<sup>rd</sup> August 2007 (as varied) have either been met and complied with, or can be met and complied with (as set out in paragraphs 6.11 to 6.29 of the Cabinet Report).</li> <li>2. That (whether or not the pre-conditions for the CPO as set out in the Cabinet Resolution of July 2014 have been complied with) Cabinet resolve (taking account of the Guidance and both the Cabinet Report and the Addendum) to make a Compulsory Purchase Order to acquire all land and rights within the Site shown edged red on the plan in Appendix 1 for planning purposes pursuant to Section 226(1)(a) of the Town and Country Planning Act 1990 (as amended), to enable Grainger to implement its planning permission on the basis that this will facilitate</li> </ol>	<p><b>Dir Planning Regen and Develop ment</b></p>
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the redevelopment of the Site and promote or improve the economic, social and environmental well being of the area.

3. That delegated authority be given to the Assistant Director of Corporate Governance, in consultation with the Chief Financial Officer and Assistant Director of Property and Capital Projects (i) to make any necessary changes, if appropriate, to the draft Statement of Reasons consequent upon Full Council's consideration of the emerging planning policy papers and Regulation 19 approval for publication and submission thereof and (ii) on receipt of the Developer's Stage 2 Notice (as defined in the CPO indemnity agreement dated 23 January 2015) to make, serve and implement the London Borough of Haringey (Wards Corner Regeneration Project) Compulsory Purchase Order 2016, including dealing with consultation with landowners and objections to the CPO, and preparation for and representation at any public inquiry.
4. That delegated authority be given to the Assistant Director of Property and Capital Projects to serve the requisite Demolition Notices as set out in paragraphs 8.9 to 8.11 of the Cabinet Report on 12 Suffield Road.

**Alternative options considered**

Not to support the Wards Corner development with the use of Compulsory Purchase Powers (business as usual).

The implications of this option are that Grainger would be unlikely to be able to acquire the land needed through negotiation with individual land owners alone, and therefore will not be able to progress the development and the regeneration objectives for the Seven Sisters area will not be achieved. The additional houses and jobs will not be provided and the opportunity to create a significant and landmark development at the Seven Sisters transport interchange will be missed.

The alternative planning permission for part of the site, obtained by the Wards Corner Coalition (WCC), could, with the necessary landowner consent and funding, come forward should the CPO not be made. This scheme does not provide any increase in housing or employment space on the site and is likely to compromise the comprehensive development of the rest of the wider site which makes up the Order Land (Appendix 1). As a result the capacity of the site to provide new houses, commercial space and jobs and to help to achieve the regeneration objectives for the Seven Sisters area would not be met.

There are also significant concerns about the deliverability of the WCC scheme, as there is no evidence that the development could be funded and the landowner, London Underground Limited, has entered into negotiations with Grainger regarding the disposal of their interest.

**Reason for decision**

Dealing with each recommendation in turn, the reasons for decision are as follows:

The Cabinet resolution of 15<sup>th</sup> July 2014 which agreed in principle to the use of compulsory purchase powers in regards to the Wards Corner development site

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	<p>was subject to Grainger complying with a number of pre-conditions which were set out in the same Cabinet Report. It is therefore required that the Cabinet note that Grainger have complied with these pre-conditions as set out in sections 6.8 – 6.9 of this Cabinet Report. This is the reason for the recommendation at 3.1 of this Report.</p> <p>Grainger have been unable to acquire all of the outstanding third party land interests in the proposed Wards Corner development site through agreement and is unlikely to be able to without the use of a CPO. To enable the delivery of the Seven Sisters Regeneration Project and the economic, social and environmental benefits that this will bring to the area, the Cabinet is asked to resolve to make a Compulsory Purchase Order to acquire all land and rights within the Site. The Council is satisfied that there is a compelling reason in the public interest to make the CPO for the reasons set out in this Cabinet Report and the Statement of Reasons (see Appendix 3). This is the reason for the recommendation at 3.2 of this report.</p> <p>A number of further steps will need to be taken to issue, serve and implement this Compulsory Purchase Order. In order to expedite this process the Cabinet is also asked to grant delegated authority to the relevant officers to undertake the actions required. This is the reason for the recommendation at 3.3 and 3.4 of this report.</p>	
<b>CAB114</b>	<p><b>TOTTENHAM HALE REGENERATION, – BP SITE ACQUISITION</b></p> <p>The Cabinet Member for Housing and Regeneration introduced the report which sought agreement to a key strategic site in Tottenham Hale located on Hale Road, Tottenham Hale and known as the BP Petrol Station site.</p> <p>In response to Councillor Carter's question, the acquisition would help deliver more housing in an area which was expected to be part of the Housing Zone in Tottenham Hale.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <p>To purchase the land known as the BP Petrol Station site, Tottenham and shown outlined in red on the plan located at Appendix B for planning purposes and for the sum as stated in the Exempt part of the report; and subject to the detailed Heads of Terms outlined in Appendix D in the Exempt part of the report.</p> <p><b>Alternative options considered</b></p> <p><u>Option 1 – Do Nothing/maintain the current situation</u></p> <p>The implications of doing nothing would mean that the Council would miss the opportunity of purchasing the site and thus realising the ambitions of the District Centre Framework to take forward the development of the District Centre in a coordinated manner. This option results in significant risk that the site would not come forward for redevelopment. It is worth noting that this site did not come forward for redevelopment under the Council's Transforming Tottenham Hale Supplementary Planning Document (2006). The failure to acquire this site would therefore reduce likelihood of the site coming forward and there are significant risks that the quality of the resulting development would not be in line with the Council's ambitions to regenerate Tottenham Hale.</p>	<p>Dir Planning Regen and Develop ment</p>

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	<p><u>Option 2 – The Council purchases the site alongside other sites</u></p> <p>The Council could purchase the site, as part of a wider strategy to bring together small sites into a coherent package. This option would see greater Council influence over the process and would ensure that key sites come forward for development in a timely and coordinated fashion.</p> <p>Option 2 has been identified as the option which best supports the regeneration of Tottenham Hale.</p> <p><b>Reasons for decision</b></p> <p>This report asks Cabinet to approve the purchase of the identified site currently owned freehold by BP, at the agreed price (see exempt report). The purpose of obtaining this key site is to help realise the ambitions of the District Centre Framework and meet the Council's ambitions for the regeneration of Tottenham Hale.</p>	
<b>CAB115</b>	<p><b>SALE OF THE OLYMPIA TRADING ESTATE</b></p> <p>The Cabinet Member for Housing and Regeneration introduced the report which sought agreement to sell the freehold of land known as Olympia Trading Estate to St William Homes LLP. This was key Heartlands regeneration site which would provide more homes and jobs to the borough.</p> <p>In response to Cllr Carter's question, the rental income for the site from the GLA would continue until there was an exchange of contracts which would likely take place in this calendar year.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. To sell the freehold of the land known as the Olympia Trading Estate and edged red on the plan in Appendix A to either St.William Homes LLP or the GLA for the estimated sum set out in the exempt part of this report.</li> <li>2. That the disposal be according to the draft Heads of Terms, set out in the exempt part of this report.</li> <li>3. That delegated authority be given to the Director of Regeneration Planning and Development in consultation with the Cabinet Member for Housing and Regeneration and Cabinet Member for Resources and Culture to agree the final terms (including the final sale price) for the disposal.</li> </ol> <p><b>Alternative options considered</b></p> <p>Members have already approved that the Council enter into an option to sell the freehold of the Olympia Trading Estate.</p> <p>The alternative option is not to agree the sale of the freehold interest in the Olympia Trading Estate to St.William. This would result in delaying the development of the Clarendon Square development and the implementation of the current planning consent for the site.</p> <p><b>Reasons for decision</b></p>	<p><b>Dir Planning Regen and Develop ment</b></p>

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	<p>Cabinet has previously agreed to an option to sell the freehold of the Olympia Trading Estate to the GLA but it has now been agreed that the disposal be through a straight sale either to St William or the GLA as this will be more tax efficient.</p> <p>The Olympia Trading Estate forms part of Clarendon Square a key regeneration area in Wood Green. The sale of the freehold of the estate to St.William will help enable the development and take it to the next stage.</p> <p>The deal with the GLA and St.William will reflect current market conditions and reflect best consideration.</p>	
<b>CAB116</b>	<p><b>ARTICLE 4 DIRECTION FOR CHANGES OF USE FROM B8 (STORAGE AND DISTRIBUTION) TO C3 (DWELLING HOUSES)</b></p> <p>The Cabinet Member for Planning introduced the report which set out the making of a non-immediate Article 4 Direction to withdraw the temporary permitted development right within the designated employment areas of the Borough, as shown on the plan at Appendix A. The objective in making the Article 4 Direction was to ensure planning applications are considered on their planning merit on a case-by-case basis against the relevant policies of the Local Plan, which seek to retain these key employment sites in employment use, and ensure the achievement of managed growth delivering both new housing and jobs.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. The making of and consultation (for a six-week period in accordance with the Council's Statement of Community Involvement) on a non-immediate Article 4 Direction under the Town and Country (General Permitted Development Order) 2015, to come into effect 12 months after it comes into operation, withdrawing permitted development rights to convert buildings of less than 500sqm in Use Class B8 (Storage and Distribution) to Use Class C3 (Dwellinghouse) for the areas of the Borough outlined in bold on the plan at Appendix 1.</li> <li>2. To delegate authority to the Director for Planning, Regeneration and Development, in consultation with the Portfolio Holder for Planning, to formally confirm the non-immediate Article 4 Direction following (1. the expiry of the six week consultation period; 2. the expiry of a minimum statutory 28 day confirmation period), if having fully considered all representations made during the consultation period, they are of the opinion that the Article 4 Direction should be made.</li> </ol> <p><b>Alternative options considered</b></p> <p>The only alternative option is not to introduce an Article 4 Direction and to allow the new permitted development right to be exercised across the Borough (i.e. the 'do nothing' option).</p> <p>While the do nothing option would include a requirement to monitor the up-take and impact of this change on employment locations, this option runs the risk of significantly undermining the strategic objectives of the Local Plan to strike a sustainable balance between the delivery of both housing and employment</p>	<p><b>Dir Planning Regen and Develop ment</b></p>

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	<p>growth. In the longer-term it may also compromise the ability of the Council to retain its main employment areas in an employment designation, which is considered essential in achieving sustainable development and growth within an urban London borough like Haringey. For these reasons, the do nothing option can be dismissed.</p> <p>An Article 4 Direction would enable the Council to safeguard the main strategic, homogenous and economically important employment areas within the Borough, ensuring these are not compromised by incremental residential development, the effect of which is likely to undermine business confidence and investment, and result in reverse sensitivities and pressure to respond by the new tenants of these homes to reallocate surrounding employment land and buildings to either residential or more residential compatible mixed uses.</p> <p>The Regulation allow the Council discretion as to when the Direction will come into force, which must be at least 28 days, but not longer than 2 years, after the end of the consultation period. In addition, there are compensation provisions that apply in circumstances where an application for planning permission, for an application formally permitted, is made before the end of the period of 12 months beginning with the date on which the Article 4 came into operation. Accordingly, the Council would wish to minimise its exposure to this compensation provision and a 12 month notification period is recommended.</p> <p><b>Reasons for decision</b></p> <p>The Council considers that this new permitted development right, and the effect of the prior approval process, significantly dilutes its planned and managed approach to meeting local employment needs and demands, and does very little to facilitate proper sustainable place-making, on-going business confidence and the delivery of sustainable development, including jobs growth. Having regard to local circumstances, it is not considered that the adverse effects likely to arise as a result of this change to permitted development rights would be offset by the positive benefits the new rights would bring in terms of the potential delivering of any new housing.</p> <p>The making of this Article 4 Direction is therefore seen as crucial to ensuring the proper long-term planning of the area and to protect local wellbeing, in particular the Council's ability to prevent the loss of uses which contribute to local jobs and the wider strategic aims for the area. The Council considers it appropriate that proponents of schemes to convert warehouses in B8 use to residential use, should submitted a planning application to be considered on its merits on a case-by-case basis in the usual way.</p>	
<b>CAB117</b>	<p><b>NOEL PARK CONSERVATION AREA APPRAISAL AND MANAGEMENT PLAN</b></p> <p>The Cabinet Member for Planning introduced the Noel Park Conservation Area Appraisal and Management Plan. It was produced following guidance published by Historic England and covered the historical context of the area and provided an assessment of the area's character and special interest. It addressed planning policy and development management issues and provides design guidance. It also included a review of the boundaries of the conservation area and a recommendation that the boundaries of both the conservation area and Article 4 Direction were extended. It was proposed to take forward a six week consultation on the Appraisal and management plan to understand if there was residents' support for the two recommendations. Separate processes to be followed to extend the conservation area boundary as well as the Article 4 direction. Cabinet will receive a further report about this in due course.</p>	

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	<p>In response to Cllr Engert's question on the enforcement action required, the Cabinet Member spoke about the how the appraisal will provide residents in the area with the tools for working together with the Council to improve their area.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <p>To approve the draft Noel Park Conservation Area Appraisal and Management Plan, attached at Appendix 1, for a six-week public consultation.</p> <p><b>Alternative options considered</b></p> <p>The draft Appraisal explores the possibility of leaving the boundaries of the conservation area and the area covered by the Article 4 Direction as they currently are. Given the fact that the area proposed to be included is contemporary with the Noel Park Estate and has the same architectural and historic significance, it was considered that it should be recommended to be a part of the conservation area and given the same protection as the rest of the area. In addition, given the cumulative impact of the loss of architectural detailing, it is imperative that a consistent control over such alterations is implemented across the whole of the conservation area. It is, therefore, recommended to extend the Article 4 direction (which removes permitted development rights to alterations to the front of the property only).</p> <p>It should be noted that if the proposal for extension of the conservation area and the extension of Article 4 directions is taken forward, Cabinet approval would be sought to undertake the respective legal processes.</p> <p><b>Reasons for decision</b></p> <p>The Council has a statutory duty to ensure that conservation areas are preserved or enhanced and publish policies for the implementation of the same. The various insensitive alterations within the area have resulted in the conservation area being included in Historic England's 'At Risk' register. It is therefore important that the Council publishes this appraisal along with the management plan to ensure that the significance of the area is preserved or enhanced.</p>	<p><b>Dir Planning Regen and Develop ment</b></p>
<p><b>CAB118</b></p>	<p><b>ADOPTION OF REVISED GAMBLING POLICY -</b></p> <p>The Cabinet Member for Environment introduced the report which put forward an updated Gambling policy for adoption by full Council on the 23<sup>rd</sup> November. The Cabinet Member for Environment asked Members to note the implications for the next review in 2016, where it will be a requirement in future to create Local Area Profiles. These profiles will provide a good evidence base of gambling in the local area and help identify any future risks, which will inform the decision making process.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <ol style="list-style-type: none"> <li>1. To note and agree the responses to the consultation as set out in paragraphs 6.9 -6.12 and at Appendix 2.</li> </ol>	<p><b>Chief Operating Officer</b></p>

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	<p>2. That the draft Statement of Gambling Policy at Appendix 1 be recommended to Full Council for adoption.</p> <p>3. To take into account the EQIA set out at Appendix 3.</p> <p><b>Alternative options considered</b> No alternatives were considered. It is a legislative requirement that the policy be reviewed at least every three years, and that a public consultation is carried out. Failure to review and adopt the Statement of Gambling Policy would result in the Council failing to comply with legislation.</p> <p><b>Reasons for decision</b> The Council is obliged to review and adopt a statement every three years; the current policy will expire in January 2016. Therefore a new policy has to be adopted.</p>	
<b>CAB119</b>	<p><b>AWARD OF CONTRACT FOR THE ALCOHOL SUPPORT SERVICE</b></p> <p>The Cabinet Member for Health and Wellbeing introduced the report which proposed single commissioning and service approach to the delivery of alcohol support services in the borough, with its important emphasis both on prevention and early intervention and on wrap around support. The Cabinet Member for Health and Wellbeing advised that the risk of homelessness for people with alcohol needs can be high without the appropriate support and the outreach and engagement interventions set out in this report will help to minimise wider harm from alcohol use and to support abstinence.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <p>To award the contract to the successful tenderer, Haringey Advisory Group on Alcohol, in accordance with Contract Standing Order (CSO) 9.06.1(d), for £969,691.00 for an initial term of 2 years and 9 months with an option to extend for a further period(s) of up to two years for a further value of up to £706,342 over two full years.</p> <p><b>Alternative options considered</b> Three alternative options were considered but were deemed unsuitable:</p> <ol style="list-style-type: none"> <li>1. To continue with existing arrangements: this was not deemed viable as a longer term holistic approach is needed to provide stability for the service offer and more closely align the service outcomes with the Council's Corporate Plan, Building A Stronger Haringey Together.</li> <li>2. To recommission separately the different parts of the alcohol service: it was recognised that existing contracting arrangements and separate recommissioning would achieve neither the desired outcomes for users and their carers nor the savings set out in the Council's Medium Term Financial Strategy which could be delivered through a whole service commission and competitive tender process.</li> </ol>	<b>Dir PH</b>

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	<p>3. To decommission the alcohol service: needs assessment and service user and stakeholder consultation evidence the need for this type of service provision in Haringey. This, in conjunction with the Council's duty in relation to wellbeing under the Care Act 2014, precluded decommissioning.</p> <p><b>Reasons for decision</b> Although the existing alcohol support service in its current form was delivered as one service, it was funded through a number of separately agreed contracts across Housing and Adults Commissioning.</p> <p>A review of the service provision identified cross cutting themes and outcomes across the two commissioning areas and the potential to improve outcomes for service users and deliver savings through joint commissioning and a competitive process.</p> <p>As a result of the procurement exercise, which has been carried out in accordance with the Council's Contract Standing Orders and the Procurement Code of Practice, it is necessary to award the contract to the successful tenderer as outlined in paragraph 3.1 in accordance with CSO 9.06.1(d).</p>	
<b>CAB120</b>	<p><b>COUNCIL TAX REDUCTION SCHEME (CTRS) FOR 2016/17</b></p> <p>The Cabinet Member for Resources and Culture introduced the report which set out the recommendations for Haringey's Council Tax Reduction Scheme (CTRS) for 2016/17, taking into account the outcomes of an Equalities Impact Assessment (EQIA).</p> <p>The Cabinet member for Resources and Culture explained that the Council must approve the final scheme by 31<sup>st</sup> January 2016 ready for implementation on the 1<sup>st</sup> April 2016. The purpose of this report was to seek approval from Cabinet to take the recommendations forward to Full Council at its meeting on 23<sup>rd</sup> November 2016. The recommended CTRS was a continuation of the current CTRS without revision or amendment.</p> <p>The Cabinet Member for Resources also put forward an additional recommendation to the Cabinet which was to provide the Chief Operating Officer, in consultation with him, to make some final amendments to appendix C and D before submission to Full Council. The amendments to appendix C were required to ensure that the scheme was up to date with the latest regulations from Government. These were minor and do not affect the principles of the scheme in any way. Amendments to appendix D were required to make the justification for not extending the scheme to other groups clearer and for the financial information in the section on, options to protect specific groups, to be enhanced.</p> <p>Following a vote of Cabinet Members -</p> <p><b>RESOLVED</b></p> <p>To make the following recommendations to full Council for consideration:</p> <ol style="list-style-type: none"> <li>1. That having taken into account the Equalities Impact Assessment at <b>Appendix B</b>, the Council resolve not to revise the Council Tax Reduction Scheme agreed for 2015/16 and to continue this scheme for 2016/17;</li> </ol>	<p>Chief Operating Officer</p>

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2. That accordingly, the scheme which is summarised in **Appendix A** and set out in full at **Appendix C** continues to be implemented for 2016/17. The principles of this are that:

- (a) pensioners remain protected from any increase in the amount of Council Tax which they are liable to pay following the abolition of Council Tax Benefit (as prescribed by Central Government). Pensioners will continue to receive the same level of support for the payment of Council Tax as compared with 2012/2013 and the original Council Tax benefit.
- (b) those in receipt of certain disability benefits are protected from any increase in the amount of Council Tax which they are liable to pay following the abolition of Council Tax Benefit. Those in receipt of certain disability benefits will continue to receive the same level of support for the payment of Council Tax as compared with 2012/2013 and the original Council Tax benefit.
- (c) all remaining working age claimants not covered by (b) above will continue to have their Council Tax Support capped at 80.2% of Council Tax liability. In other words, working age claimants will continue to receive the same level of Council Tax Support as 2015/16, this amount representing a 19.8% reduction in the level of Council Tax Support available.

3. That the Council is asked to give authority to the Chief Operating Officer and Head of Shared Services to take all appropriate steps to implement and administer the Scheme.
4. That delegated authority be provided to the Chief Operating Officer in consultation with the Cabinet Member for Resources and Culture to make amendments to appendices C and D as outlined in the final paragraph of CAB 120 before submission to full Council.

Chief  
Operating  
Officer

Chief  
Operating  
Officer

**Alternative Options Considered**

In accordance with paragraph 5 of Schedule 1A to the Local Government Finance Act 1992 (the 1992 Act), each financial year the Council is required to consider whether to revise or replace its scheme. One option for the Council is to continue with the scheme in place for the current financial year. Another option is to revise the scheme, which may be done in a variety of ways, for example, the Council could choose to increase or decrease the amount of financial support available under the scheme. Options should be considered in the light of the knowledge gained during both the current year and the implementation of the scheme over previous years.

The options for changing the current scheme that have been considered are listed below. Some of these considerations were informed by the original consultation undertaken prior to adopting the 2013/14 scheme.

- Increase the level of financial support so all customers pay less
- Decrease the level of financial support so all customers pay

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- Absorb the full shortfall into the Council budget by providing financial support up to the level previously funded by Central Government as part of Council Tax Benefit.
- Protect certain vulnerable groups in addition to those in receipt of certain disability benefits, these include but are not limited to:
  - Households with children
  - Households with a child under one
  - Households with a child under five
  - Households with more than three children
  - Households with a lone parent
- Protect band A-C properties
- Protect claimants on current maximum entitlement
- Protect claimants who are working but on low income.
- Protect claimants in receipt of Single Person's Discount
- Increase Council Tax

A breakdown of these options with accompanying financial data is provided in **Appendix D**. Appendix D further sets out the potential advantages and disadvantages of each option together with rationale to explain why these alternative options have not been favoured at this time.

Having regard to the detailed points set out at Appendix D, it is recommended that none of these options for change are taken forward. This is because

- (i) Any option which would require the Council to increase levels of support for Council Tax payments would need to be directly funded by the Council and given the competing demands on the Council's limited budget, increasing support for Council Tax funding would require the Council to find reductions elsewhere, cut services, utilise reserves or increase Council Tax,
- (ii) Any option which would require the Council to increase levels of support for particular groups of people could have a disproportionate impact on some claimant groups over others,
- (iii) In addition, the majority of the options do not support the Central Government initiative of encouraging people back to work

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	<p>(iv) The Council do not consider that it is appropriate to increase Council Tax.</p> <p>In his Summer budget in July 2015, the Chancellor of the Exchequer announced a range of reforms to the national welfare budget, aimed at reducing the cost of welfare to the government. This includes freezing benefit rates, restricting backdating rules, reductions in Tax Credits, reduction of the Benefit Cap, and curbs on the number of children that support can be provided for. Some of these changes are effective from April 2016, others will be implemented later. It is not proposed to revise the Council Tax Reduction Scheme for 2016/17, as the government has not yet given any information regarding the possible financial effect of these changes. We will monitor the effect of these changes in the 2016/17 year. It is possible that we may seek to revise our scheme for 2017/18, to consider these changes.</p> <p>The Council also recognises that one further option to be considered in the future is to undertake a more comprehensive overhaul of the scheme so that Council Tax Support falls under Council Tax legislation as a discount, similar to the existing Single Person Discount. This may make administration more straight forward. However, the Council is not proposing to undertake such an overhaul at this stage, nor does it consider that this is an option for the 2016/17 scheme. If a decision is made to take forward consideration of this possibility for the future (i.e. from 2017/18 onwards), then depending on the nature of the changes, consultation and financial modelling to identify implications to the Council Tax Band may need to take place, in addition to full consultation on any changes to Scheme itself.</p> <p><b>Reasons for Decision</b>  The recommendation to retain the current scheme continues to support the Government's initiative of work incentives and pays due regard to the challenging financial climate we are currently in.</p> <p>In recognition of the vulnerable sectors of society, we have supportive measures in place. It is proposed that these continue into 2016/17. Maintaining the current scheme ensures that these protected claimants will not be further disadvantaged.</p> <p>There remains a shortfall in collection. The Council relies on all Council Tax income to fund the services it provides.</p>	
<b>CAB121</b>	<p><b>MINUTES OF OTHER BODIES</b></p> <p><b>RESOLVED</b></p> <p>To note the minutes of the following:  Cabinet Member signing 26<sup>th</sup> October 2015  Cabinet member signing 29<sup>th</sup> October 2015</p>	
<b>CAB122</b>	<p><b>SIGNIFICANT AND DELEGATED ACTIONS</b></p> <p><b>RESOLVED</b></p> <p>To note the delegated decisions taken by Directors in October.</p>	

**MINUTES OF THE CABINET  
TUESDAY, 10 NOVEMBER 2015**

<b>CAB123</b>	<b>NEW ITEMS OF URGENT BUSINESS</b>  None	
<b>CAB124</b>	<b>EXCLUSION OF THE PRESS AND PUBLIC</b>  <b>RESOLVED:</b>  That the press and public be excluded from the remainder of the meeting as the items below contain exempt information, as defined under paragraph 3, Part 1, schedule 12A of the Local Government Act 1972	
<b>CAB125</b>	<b>HARINGEY DEVELOPMENT VEHICLE</b>  As per item 112.	
<b>CAB126</b>	<b>WARDS CORNER COMPULSORY PURCHASE ORDER 2015[SEVEN SISTERS REGENERATION, TOTTENHAM - COMPULSORY PURCHASE ORDER 2016 - "LONDON BOROUGH OF HARINGEY (WARDS CORNER REGENERATION PROJECT) COMPULSORY PURCHASE ORDER 2016".</b> As per item 113.	
<b>CAB127</b>	<b>TOTTENHAM HALE REGENERATION, - BP SITE ACQUISITION</b>  As per item 114	
<b>CAB128</b>	<b>SALE OF THE OLYMPIA TRADING ESTATE</b>  As per item 115	
<b>CAB129</b>	<b>NEW ITEMS OF EXEMPT URGENT BUSINESS</b>  None	

Councillor Claire Kober

Chair

**Report for:** Cabinet

**Item number:** 7

**Title:** Finsbury Park Events Scrutiny Project

**Report authorised by:** Bernie Ryan – Assistant Director, Corporate Governance

**Lead Officer:** Christian Scade, Principal Scrutiny Officer, tel: 020 8489 2933,  
email [christian.scade@haringey.gov.uk](mailto:christian.scade@haringey.gov.uk)

**Ward(s) affected:** Harringay Ward; Stroud Green Ward

**Report for Key/**

**Non Key Decision:** Non Key

## 1. Describe the issue under consideration

- 1.1 Under the agreed terms of reference, the Overview and Scrutiny Committee (OSC) can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and can make recommendations for service development or improvement. The Committee may:
- (a) Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
  - (b) Conduct research to assist in specific investigations. This may involve surveys, focus groups, public meetings and/or site visits;
  - (c) Make reports and recommendations, on issues affecting the authority's area, or its inhabitants, to Full Council, its Committees or Sub-Committees, the Executive, or to other appropriate external bodies.
- 1.2 In this context the Overview and Scrutiny Committee, on 27 July 2015, agreed to set up a review to reflect on and understand the impact of recent large events that have taken place in Finsbury Park, such as the Wireless Festival. Further information about the scope of the review is outlined in paragraph 6 and **Appendix 1a**.
- 1.3 The final report, attached at **Appendix 1** details the conclusions and recommendations of the Committee.

## 2. Cabinet Member Introduction

N/A

### 3. Recommendations

#### 3.1 That the Cabinet:

- (a) Note the Finsbury Park Events Scrutiny Project final report, attached at **Appendix 1**; and
- (b) Note the recommendations contained in the final report set out at **Appendix 2**.

### 4. Reasons for decision

- 4.1 Haringey Council's Outdoor Events Policy came into effect in 2014, with subsequent large scale events taking place in Finsbury Park. The Finsbury Park Events Scrutiny Project was set up to reflect on, learn lessons from, and understand the impact of these events.
- 4.2 One of the main reasons for carrying out this review was in response to public order concerns, particularly around attempts to break in to the site relating to the Wireless Festival in July 2015. The recommendations contained in this report address these concerns. In addition the recommendations address issues in relation to noise, complaint management, communication, stakeholder engagement and look at how adverse effects can be further mitigated.

### 5. Alternative options considered

- 5.1 Evidence for this review was gathered in a variety of ways. This included interviews with witnesses, site visits and consideration of written evidence, including analysis of an online survey. This approach is outlined in more detail below (par 6.2 – 6.3) and in section 7 of the main report (**Appendix 1**). Alternative options were not considered as this approach enabled the Committee to address the terms of reference set for the project.

### 6. Background information

#### 6.1 The Terms of Reference for the project were:

- (a) To understand the impact of recent events held in Finsbury Park to gain a greater understanding of the budget context for parks – including the income and where this money is spent – and how this is balanced against the impact on local people and businesses.
- (b) To consider the position of Finsbury Park as a major London park contributing to city-wide events.
- (c) To reflect on recent large events that have taken place in Finsbury Park, with particular focus on the following:

- Planning and organisation
- Facilities
- Policing, security and crowd control
- Noise and complaints
- Transport, ingress and egress
- Damage and arrangements for remediation; and
- Community engagement

(d) In light of the above, to make recommendations to the Council and its partners for improvements in the arrangements for future events that are consistent with the aims and objectives of Haringey's Outdoor Events Policy and that seek to minimise any potential adverse effects on the park.

- 6.2 During August and September 2015 the Committee went on site visits and gathered evidence from a range of stakeholders, including: Members of the Finsbury Park Events Stakeholder Group; the Safety Advisory Group (SAG); Transport for London; event promoters; and Ward Councillors and Officers from Haringey, Hackney and Islington. A list of witnesses interviewed as part of the review can be found at **Appendix 1b**.
- 6.3 In addition, the Committee launched a "Call for Evidence" on 28 July 2015 to encourage written submissions from the public, organisations, businesses and other interested parties. This was open until 28 August 2015. The responses reflect the themes outlined below (par 6.4) and a full analysis of the survey can be found at **Appendix 1c**.
- 6.4 A number of themes emerged from the Committee's project work, especillay concerning the need to increase transparency around income raised from events, and how it is spent, stakeholder engagement, compliant management, communication, and looking at how adverse effects can be further mitigated. These are outlined in more detail in sections 8 – 17 of the main report (**Appendix 1**).

## 7. Contribution to strategic outcomes

- 7.1 In agreeing a tight and focused scope, consideration was given to how this scrutiny review could contribute to strategic outcomes.
- 7.2 The recommendations outlined in the main body of the report will, if taken forward, contribute to policy and practice primarily in relation to Priority 3 of the Corporate Plan – "*A clean, well maintained and safe borough where people are proud to live and work*". In addition, there are links to the Corporate Plan in relation to:

- Priority 1 – “Enable every child and young person to have the best start in life...”
- Priority 2 – “Enable all adults to live healthy, long and fulfilling lives”
- Priority 4 – “Drive growth and employment from which everyone can benefit”

7.3 The section on tobacco also provides links to Key Priority 2 of Haringey’s Health and Wellbeing Strategy in “increasing healthy life expectancy.

## 8. **Statutory Officers Comments**

### **Finance**

- 8.1 The costs of undertaking this scrutiny review have been contained within existing budgets.
- 8.2 It is expected that the majority of recommendations could be enacted with minimal financial impact to the Council, however before Cabinet could agree to implement the recommendations it will be necessary to ensure that the cost of doing so is known and budgeted for. Therefore if there is a budgetary impact of recommendations such as limiting the size, nature or timing of events or providing a discount scheme for local residents, then funding will need to be identified before the recommendation could be agreed.

### **Legal**

- 8.3 Under Section 9F of the Local Government Act 2000 (“LGA”), the Overview and Scrutiny Committee has the power to make reports or recommendations to Cabinet on matters which affect the Council’s area or the inhabitant of its area. Reports and recommendations will be presented to the next available Cabinet meeting together with an officer report where appropriate.
- 8.4 The Overview and Scrutiny Committee must by notice in writing require Cabinet to consider the report and recommendations and under Section 9FE of the LGA, there is a duty on Cabinet to respond to the Report, indicating what (if any) action Cabinet, proposes to take, within 2 months of receiving the report and recommendations.

### **Equality**

- 8.5 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;

- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

- 8.6 Haringey's Outdoor Events Policy was agreed by Cabinet in December 2013. The Overview and Scrutiny Committee notes that an equality screening tool was completed in regard to the proposed policy and that the proposal had no impact on protected characteristics other than religion or belief.
- 8.7 As outlined in the main body of the report (**Appendix 1**) the Outdoor Events Policy retains provision that organisations professing a religion or a belief can hire the park like any other group, but they cannot book the park primarily for an act of worship. Whilst this could have the effect of discouraging religious or belief organisations from using the park primarily for an act of worship such as praying, such events could by their nature exclude others from attending the events or using the park more generally. Further, the policy does permit acts of workshop where incidental to the overall event, for example a convention.
- 8.8 Park users, in particular groups booking parks for events, are not monitored by protected characteristics. However, there was no evidence put forward during the review to suggest particular groups had experienced any disproportionate impact as a result of events taking place in Finsbury Park. In addition, and as outlined in the main report (**Appendix 1**) the Outdoor Events Policy aims to promote all events as inclusive to the whole community. For example, events for Friends groups are free while charges to community groups have been reduced.
- 8.9 To support this, a number of recommendations have been put forward to help foster good relations, by promoting understanding between people from different groups, by developing a mixed and diverse range of events for Finsbury Park, and by identifying opportunities that help advance equality of opportunity.

## 9. Use of Appendices

**Appendix 1** – Finsbury Park Events Scrutiny Project Final Report

**Appendix 1a** – Project Scoping Document

**Appendix 1b** – Review contributors

**Appendix 1c** – Analysis of survey responses

**Appendix 2** – Recommendations

## 10. Local Government (Access to Information) Act 1985

### 10.1 Haringey Outdoor Events Policy (2014)

- 10.2 External web links have been provided in the main body of the report. Haringey Council is not responsible for the contents or reliability of linked websites and does not necessarily endorse any views expressed within them. Listings should not be taken as an endorsement of any kind. It is your responsibility to check the terms and conditions of any other web sites you may visit. We cannot guarantee that these links will work all of the time and we have no control over the availability of the linked pages.

# **APPENDIX 1**

## **FINSBURY PARK EVENTS SCRUTINY PROJECT**

A PROJECT BY THE OVERVIEW AND SCRUTINY COMMITTEE

October 2015

<b>Councillors</b>	<b>Statutory Co-optees</b>
Cllr Charles Wright (Chair)	Luke Collier (School Governor Rep)
Cllr Pippa Connor	Kafale Taye (School Governor Reps)
Cllr Kirsten Hearn	Chukwyemeka Ekeowa (Church Rep)
Cllr Eugene Akwasi-Ayisi,	Yvonne Denny (Church Rep)
Cllr Adam Jogee	

Lead Officer: Christian Scade,  
Principal Scrutiny Officer  
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## CHAIR'S FOREWORD

Haringey Council's Outdoor Events Policy came into effect in 2014, with subsequent large events taking place in Finsbury Park.

The scale of these events brings inevitable disruption in the area, for residents not only in Haringey but also in Hackney and Islington. At the same time they bring substantial income, which under the policy is entirely ringfenced to the overall Haringey parks budget.

It is in this context that the Overview and Scrutiny Committee has been looking at the Outdoor Events policy and its implementation, looking at the extent to which the significant adverse effects have been, and can be further mitigated.

It is right that the policy is put under scrutiny, and is treated as a work in progress. Income does not trump other concerns regardless, though in current circumstances the opportunity to bring a significant income stream to parks which are an important and valued community asset cannot be underestimated. Public authorities should always keep their policies, and the impact of their policies, under review, and seek to improve them.

Our view is that the management of the large events continues to improve, with better coordination between the various agencies involved and a willingness on the part of event organisers to engage positively and address issues. So there continue to be opportunities to mitigate the impact of large events, and these should be pursued. We also make some recommendations on the timing of large events.

At the same time, there is a need for more transparency around the income raised from events in parks, and how it is spent, as well as a wider opportunity for more engagement, by local councillors and residents, in spending decisions. The parks and their users, including Finsbury Park, can only benefit from positive engagement by residents, Friends groups and others.

In respect of the large events themselves work needs to be done on communication, on complaint management, and on stakeholder engagement. The stakeholder group where residents, businesses and other interested parties come together to look at arrangements for the large events was originally an initiative suggested by Scrutiny, and we make various recommendations to ensure that it remains a useful body.

I hope all those involved with Finsbury Park will look carefully at our recommendations and seek to move forward positively.

Finally, my thanks to all who took time to give evidence to the committee, including residents, Friends of Finsbury Park and other community organisations, officers and councillors from Haringey, Islington and Hackney, police, ambulance, fire and transport officers, event organisers, and all those who responded to the online questionnaire.

**Cllr Charles Wright**  
**Chair, Overview and Scrutiny Committee**

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# INTRODUCTION

## 1. Background to the Project

1.1 Under the agreed terms of reference, the Overview and Scrutiny Committee (OSC) can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and can make recommendations for service development or improvement.

1.2 The Committee may:

- Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
- Conduct research to assist in specific investigations. This may involve surveys, focus groups, public meetings and/or site visits;
- Make reports and recommendations, on any issue affecting the authority's area or its inhabitants, to Full Council, its Committees or Sub-Committee, the Executive, or to other appropriate external bodies.

1.3 In this context, on 27 July 2015, the Overview and Scrutiny Committee agreed to set up a review to reflect on and understand the impact of recent large events that have taken place in Finsbury Park, such as the Wireless Festival. The terms of reference for the project were:

- To understand the impact of recent events held in Finsbury Park to gain a greater understanding of the budget contexts for parks – including income and where this money is spent – and how this is balanced against the impact of local people and businesses.
- To consider the position of Finsbury Park as a major London park contributing to city-wide events.
- To reflect on recent large events that have taken place in Finsbury Park, with particular focus on the following:
  - Planning and organisation
  - Facilities
  - Policing, security and crowd control
  - Noise and complaints
  - Transport, ingress and egress
  - Damage and arrangements for remediation
  - Community engagement
- In view of the above, to make recommendations to the Council and its partners for improvements in the arrangements for future events that are consistent with the aims and objectives of Haringey's Outdoor Events Policy and that seek to minimise any potential adverse effects on the park.

1.4 Further information about the scope of the review is outlined in **Appendix 1a**.

# POLICY CONTEXT

## 2. Haringey's Outdoor Events Policy

2.1 Finsbury Park has been hosting events for over 50 years. Over this time events have been a mixture of both community and commercial.

2.2 In an average year 60-100 events will be held in parks across Haringey with the vast majority being community or charity based.

2.3 As part of the Heritage Lottery Fund process for the restoration of Finsbury Park it was agreed that the increased maintenance costs (£250,000 – per year) should be funded by hosting five music events per year. However, during the 10 year period prior to the 2013 policy review, income targets had not been delivered in any single year. As a result, a full review of the policy was undertaken including consultation with residents in Haringey, Hackney and Islington.

2.4 Following significant research from both neighbouring boroughs and also comparator parks such as: Victoria Park; Clapham Common; Hyde Park and Queen Elizabeth II Park, Haringey's Outdoor Events Policy (2014) introduced a number of important policy changes. This means:

- The policy now applies to all parks not just Finsbury Park
- Major events in Finsbury Park can now last a maximum of 3 days
- Summer holidays are excluded from any major event booking period
- Events can be on successive weekends if this is to the benefit of the park / users
- Events for Friends groups are free with charges to community groups reduced
- Charges to commercial organisations have increased
- The introduction of a small grants scheme and training provided to community groups to increase the number of community events
- All income from events is ring fenced back to the parks budget

## 3. Hiring Finsbury Park

3.1 The process for hiring the park is separate from the premises licence. No licence can be put to use unless the holder of the licence has the permission from the Parks Service to book the park in the first instance. The course of action that a promoter has to undertake with the Parks Service, together with an overview of the licensing process for large scale events in Finsbury Park, is outlined below.

3.2 Major events are currently planned 9-10 months in advance while smaller events can be organised six weeks prior. All bookings are made via the online EventApp system with the park having a core of repeat bookings including funfairs, cancer research events, cycling events, and other fun runs. Despite this, many enquiries do not result in events taking place due to date availability or the speculative nature of

the enquiry. To help deal with this, discussions are held with event organisers concerning the nature of the event, dates and costs. Once these are agreed, and a formal application is made, this is forwarded to stakeholders for their comments.

3.3 If a proposed event should meet any of the criteria set out below then authority is sought from the Cabinet Member for Environment prior to giving an in principle agreement:

- Expected attendance is over 10,000
- Event lasts more than 7 days
- Event lasts more than 2 days with 5,000 or more in attendance
- Organiser occupies a site for more than 14 days including setup and take down periods
- Additional major scale events where there is demonstrable community support

3.4 The council will refuse events if (a) they are not compliant with the general conditions of hire; (b) applications promote political or controversial issues; or (c) events are entirely acts of religious worship. Further reasons for refusal may include:

- Any event which is likely to have an unacceptable impact on the infrastructure and biodiversity of the selected site.
- Any event which does not provide adequate documentation or certification and cannot demonstrate that it should progress to the next stage of the application process.
- Any event which is not able to demonstrate to Safety Advisory Group members that it can be delivered in a safe and robust manner.
- Any event which discriminates against any individual or group on the grounds of race, religion, gender, sexual orientation or disability. This aspect will specifically include any charity, community or commercial ticketed event where any of the above groups or individuals are excluded or refused entrance.
- Any circus that includes performing animals other than equine , dogs and bird (budgerigars) acts

In addition, the Council reserves the right to refuse any application and the right to impose additional conditions regarding a booking.

3.5 Information concerning completed events, and future bookings, for 2015 can be found in table 1.

**Table 1 – Events in Finsbury Park 2015**

<b>Event</b>	<b>Date</b>	<b>Type</b>	<b>Numbers</b>	<b>Status</b>
Islington Schools Cross Country Championships	23 Jan	Sporting	120	Completed
Sense Marathon Training Day	21 Feb	Sporting	80	Completed
Inter-borough Challenge	1 Mar	Sporting	200	Completed
NewRoz 2015 (Kurdish New Year Festival)	22 Mar	Community, National Celebration	5,000	Completed
Family Funfair	28 Mar – 12 Apr	Family Funfair	2,000	Completed
Zippos Circus	23 – 28 Apr	Circus	500	Completed
Finsbury Park 10K	10 May	Community, Sporting	200	Completed
Holloway S.D.A Health Ministries Department	17 May	Community	10	Completed
Family Funfair	23 – 31 May	Family Funfair	2,000	Completed
Women's Running 10km Series 2015	7 Jun	Sporting, Commercial Charity	300	Completed
Finsbury Park Festival of Cycling	14 Jun	Community, Sporting	499	Completed
London Parks Orienteering	18 Jun	Sporting	120	Completed
Wireless 10	28 Jun	Music Festival	45,000	Completed
Wireless Festival	3 – 5 Jul	Music Festival	45,000	Completed
Charity Sponsored Walk	19 Jul	Sponsored walk	30	Completed
Race for Life – Pretty Muddy	25 Jul	Sporting	3,000	Completed
Family Funfair	20 Aug – 1 Sept	Family Funfair	2,000	Completed
Ceremony	12 Sept	Music Festival	13,000	Completed
United	13 Sept	Music Festival	13,000	Completed
The Great British Cake Sale	12-13 Sept	Community	50	Completed
RSPB Information Stand	25 Sept	Charity Information	499	Completed

Event	Date	Type	Numbers	Status
Women's Running 10km Series	27 Sept	Sporting, Commercial Charity	500	Completed
Resolution Run	25 Oct	Sporting	500	Booking Confirmed
The Christmas Forest	25 Nov – 23 Dec	Commercial / Charity Event (Retail)	10	Booking Confirmed

*In addition approximately 40 events have taken place in 15 other parks across Haringey; including 3 funfairs with the rest being classified as “community” events.*

#### 4. Managing the Event

- 4.1 Once events are agreed, parks officers work in conjunction with the organisers and licensing officers to ensure the event is managed in a safe way. This includes managing the various competing needs and opinions of stakeholders.
- 4.2 Before coming on site the organiser will meet with officers on numerous occasions to discuss the event planning and in particular the setup and take down periods. A pre site inspection is undertaken with the organisers to ensure they understand the location and also the condition prior to coming on site.
- 4.3 Regular visits are made during the setup, and on the day of the event it may either be visited by the duty officer or have an officer / officers in attendance throughout. Post event the take down is monitored and then a post site inspection takes place and any damage is noted. The cost of any damage is taken from the ground deposit and if it exceeds the ground deposit the organiser is invoiced for the difference.

#### 5. Licensing of Events in Finsbury Park

- 5.1 In terms of the licensing of events in Finsbury Park, the Licensing Act 2003 covers licensable activity in relation to the sale of alcohol, regulated entertainment and late night refreshment. There are two types of licence that can be applied for, outlined in table 2, and all of these matters are underpinned / determined by the four licensing objectives being met.

**Table 2:**

<b>Type of License</b>	<b>Comments</b>	<b>Examples</b>
Temporary Event Notice	One off events for up to 499 people	A community event wanting to sell alcohol or provide regulated entertainment
Premises Licence	Indefinite licence for businesses wishing to offer licensable activity.  Large events are carried out under these.  Can be time limited for large events	Festival Republic – capacity 39,999  SJM Concerts – capacity 49,999  Live Nation – capacity 49,999

5.2 The various stages of the licensing process are outlined below:

- Application form submitted to local authority and responsible authorities
- Notices - placed around the park fencing / notice in newspaper / on council website and sent to Members
- 28 day consultation period
- Applicant offers a raft of conditions in the Operating Schedule – this demonstrates how they will promote the four licensing objectives.
- Responsible authorities submit representations during 28 days consultation as do residents
- If representations outstanding at the end of 28 days a hearing of the Licensing Sub Committee is convened to determine the matter

5.3 Once agreed, licenses are “overseen” by the various agencies through the conditions set within them, the Event Management Plan as well as the Event Safety Advisory Group. A summary is provided below.

### **Event Management Plans**

5.4 Each promoter submits an Event Management Plan as part of the licensing process. This is to enable the responsible authorities to assess the plans that are being put in place for a particular event and to make recommendations as to what they want the promoter to do to promote the licensing objectives.

5.5 Event Management Plans are working documents that are kept under revision until 28 days before the event and provide information on a wide range of issues, including:

- Details of areas of responsibility and contact details
- Risk assessments

- Alcohol consumption and drugs policy – including how they avoid underage alcohol sales
- Traffic management – including any temporary traffic orders
- Stewards
- Security – site and personnel, entry policies for age restricted events
- Access routes for emergency vehicles in and out of the site
- Evacuation plan – in the event of an emergency
- Noise management
- Food hygiene
- Health and safety
- First aid
- Fire safety
- Crowd safety management
- Infrastructure

### **Conditions on licences**

5.6 The conditions on licenses reflect the matters covered in the Operating Schedule and the Event Management Plan. As a result, conditions on licences will include:

- The times of operation for licensable activity
- The authorised designated premises supervisor on licence
- Crowd management requirements – ingress/egress
- Stewarding provision
- Medical provision
- Means of escape
- Structural information
- Noise management
- Waste management
- Sanitary requirements

- Any special effects to be used

### **Safety Advisory Group**

- 5.7 The role of the Safety Advisory Group (SAG) is separate from the operational management of the event. The SAG works in an advisory capacity and provides independent advice to event organisers, who retain the legal responsibility for ensuring a safe event. Representatives from the following organisations/teams, sit on the SAG: the Licensing Authority, Metropolitan Police, Fire Authority, London Ambulance Service, Highways representatives from Haringey, Hackney and Islington, Transport for London (Roads/Buses/Trains/Tubes/Taxis), Noise Team, Food Team, Building Control, the British Transport Police, and the promoter. In addition to the main SAG, sub groups are set up to discuss specific matters.
- 5.8 The purpose of the SAG is to assist the local authority and other key partners in exercising safety and other public protection functions. As noted above, the responsibility for the management of the event remains with the event organiser so the SAG works closely with event management teams. By working in partnership the SAG ensures a consistent and co-ordinated process is created to oversee and enhance public safety. In addition, SAGs: (a) provide advice on minimising any inconvenience to local residents, businesses and the general public; (b) focus resources using risk assessment and facilitating proportionate advice and regulation; (c) support businesses and organisers through having a single point of contact for the event, and by providing advice and support; and (d) ensure good practice / learning points are shared.

### **6. Finsbury Park Events Stakeholder Group**

- 6.1 In addition to the SAG, and following the introduction of the new Outdoor Events Policy, a Stakeholder Group was established in 2014 to help implement the Council's policy within Finsbury Park. Membership of the Group includes elected councillors and council officers from Haringey, Hackney and Islington, residents, traders and police. Further information about the aims and objectives, and work carried out by the Stakeholder Group, can be found in section 10 below.

# EVIDENCE GATHERING AND FINDINGS

## 7. Evidence Gathering

- 7.1 In order to gain a greater understanding of how recent events in Finsbury Park were conducted and managed in practice the Committee agreed it was important to gather evidence from a wide range of stakeholders, including residents, park visitors, local businesses, the responsible authorities, neighbouring boroughs, and event promoters.
- 7.2 During the investigation the Committee held 10 evidence gathering sessions and interviewed 37 witnesses. This included Members of the Finsbury Park Events Stakeholder Group; the Safety Advisory Group (SAG); event promoters; Council Officers and Ward Councillors from Haringey, Hackney and Islington. A full list of the witnesses interviewed as part of the review can be found at **Appendix 1b**.
- 7.3 To facilitate public involvement the Committee launched a “Call for Evidence” on 28 July 2015 to encourage written submissions from local residents, local organisations and businesses and other interested parties. This was open until 28 August 2015 with 222 completed responses received. In total, 775 individual qualitative responses were submitted to the various survey questions. An analysis of survey responses can be found at **Appendix 1c**.
- 7.4 Written responses were also received from: Members of the public; Councillor Clive Carter; Jeremy Corbyn MP; David Lammy MP; Catherine West MP; Action on Smoking and Health (ASH); Haringey’s Public Health Team; and Transport for London.
- 7.5 In addition, during August and September, the Committee carried out a number of site visits to the Park. This included observing the set up for the Ceremony and United events on Thursday 10 September, attending Ceremony on Saturday 12 September to observe people arriving at the event, and attending United on Sunday 13 September to observe the egress.

## 8. Findings

- 8.1 The sections below summarise findings and recommendations from the Committee’s evidence gathering.
- 8.2 Several common themes emerged, especially concerning the need to increase transparency around income raised from events, and how it is spent, stakeholder engagement, complaint management, communication, and looking at how adverse effects can be further mitigated.

## 9. Income Generation

9.1 As noted earlier in this report, income from events is ring fenced back to the parks budget and the cost of any damage is taken from the ground deposit (paid by the event organisers).

9.2 Section 8.2 of Haringey's Outdoor Events Policy states:

*8.2.1. Income generated from events in parks and open spaces will be used in the first instance to meet the parks event income target in each year.*

*8.2.2. The application and booking fees will be utilised to fund the staffing costs of the booking and event management process.*

*8.2.3. Surplus income will initially be used to support and develop community led festivals and events in parks across the borough. Part of the money will be used to fund training opportunities for community event organisers to help increase the number of people and the skill level of those working voluntarily within local community organisations to put on events. The funding will be administered in conjunction with the existing Parks Small Grant Scheme.*

*8.2.4. Any additional income generated will be ring fenced to be reinvested back into parks maintenance across the borough. Where significant sums of money are generated in individual parks the investment needs of that park will be addressed first before redistributing the remainder of any funds to other parks.*

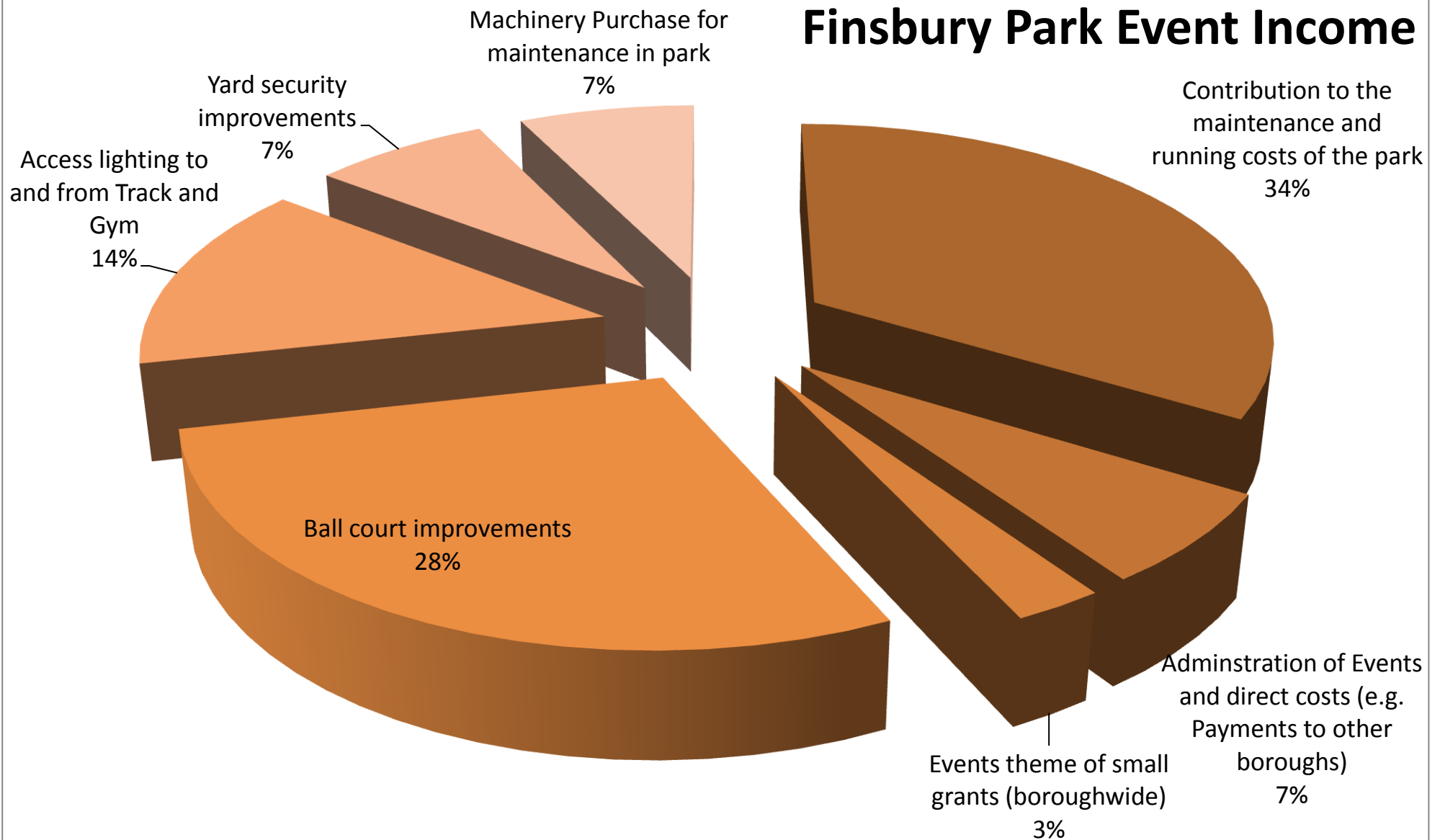
*8.2.5. In terms of Finsbury Park, surplus event income generated will be used to address the following priorities – cleanliness, toilets; quality of flowers and shrubs; diversity of wildlife; litter bins; cafes; sports facilities; dog control; lighting; seating.*

*8.2.6. The environmental impact charge will be kept separate from other income received and will be utilised to address the immediate priorities for funding identified by the Friends of the park in which the money was generated.*

9.3 A breakdown of the income generated from Finsbury Park Events, for 2015/16, and how it is spent is outlined below. The base income target from events is £295,000, of which £255,000 comes from Finsbury Park, the remaining £40,000 comes from other events and sports bookings.

<b>Income from Finsbury Park Events 2015/16</b> (Wireless 10 and main Wireless Event; Fairs, Circus, and other small event bookings; Ceremony and United Events; the Christmas Forest)	<b>£755,000</b>
<b>Contribution to the maintenance and running costs of the park</b>	<b>£255,000</b>
<b>Administration of Events and direct costs</b> (e.g. Payments to other boroughs)	<b>£50,000</b>
<b>Events theme of small grants</b> (boroughwide)	<b>£20,000</b>
<b>Ball court improvements</b>	<b>£215,000</b>
<b>Access lighting to and from Track and Gym</b>	<b>£105,000</b>
<b>Yard security improvements</b>	<b>£55,000</b>
<b>Machinery Purchase for maintenance in park</b>	<b>£55,000</b>

## Finsbury Park Event Income



9.4 Despite this, during the review it became clear there was limited knowledge amongst the public, and indeed some stakeholders, concerning how money generated from Finsbury Park events is used. As a result, the Committee believe this lack of information may hinder a full assessment of whether the benefits of events justify the inevitable disruption.

9.5 Some of the comments received via the online survey are noted below:

*"It should be made clear to all about how much money is raised from each event, and how that money will be spent – in particular, how much will be spent making the park a nicer place to be – and how much will be spent on clearing up."*  
(Haringey resident)

*"Make the accounts for such events public and transparent – how much of the money from Wireless went to restoring the damage in the park and improving facilities."* (Islington resident)

*"There may be greater acceptance of the use of the park for the various events if it was clear that all money generated was reinvested into the park. If the events are simply a revenue generating exercise for the council in general, then I do not believe the disruption and reduced access in anyway are justifiable."* (Islington resident)

*"If there was any evidence that the cost of these events did not fall on council costs the people may be more convinced. However there is no evidence that the Council obtains a commercial income or has a contract that requires the events to fix their damage or that income is reinvested back into the park."* (Haringey resident)

*"MOST importantly, the income from these huge events MUST be put back into our park, it doesn't seem to be at the moment and the park is suffering badly for it."* (Haringey resident)

*"Money from the events should be used to make improvements and these should be advertised so that local residents can better understand what the benefits are."* (Haringey resident)

9.6 Similar issues were raised by various stakeholders during evidence gathering sessions, including:

- Feedback suggested residents were generally pleased when they were told money from events was ring fenced to parks.
- The economic benefits of the event should be clearly outlined to residents, possibly via newsletter or on notice-boards in the park(s).
- The Council's consultation with residents, prior to events taking place, would benefit by clearly stating the financial benefits.
- It would be useful to show the breadth and depth of investment from events to demonstrate all parks in Haringey benefit from the additional revenue.
- Some representatives were unaware that residents could suggest or request certain improvements to their local park.

- Concerns were raised about the costs associated with repairs when damage was caused to the park as a result of events. Some stakeholders were unaware that such repairs were paid for by the event promoter (the ground deposit) rather than by the council.

9.7 With this in mind, the Committee hope the recommendations below will be prioritised to ensure greater transparency and understanding about how income from events is used.

### Recommendation 1

The Cabinet Member for Environment is recommended to work with the Council's Communications Team to develop a communication plan providing stakeholders, in Haringey, Hackney and Islington, with greater transparency about how income from events held in Finsbury Park is used. This should include circulating information at the end of September, the end of the event season\*, to:

- (a) Confirm how much money is generated from events held in Finsbury Park;
- (b) Make clear that all income from events is ring fenced back to the parks budget;
- (c) Identify how local residents, businesses and ward councillors can contribute to decisions on how income from events is spent, including work in other local parks;
- (d) Provide information on how money from previous years has been spent, including updates on projects and improvements.

(\*In view of the timing of this scrutiny report, for 2015, it is recommended that this information is shared with local stakeholders as quickly as possible.)

### Recommendation 2

The Head of Direct Services is recommended to develop a Frequently Asked Questions document for Finsbury Park Events. This should be made available online via the Council's website <http://www.haringey.gov.uk/finsbury-park> by the end of December 2015 with consideration given to how this information could be used to develop the communication plan (recommendation 1 above).

## 10. Stakeholder Engagement

*"In a diverse area such as ours, there's inevitably going to be people who want the park quiet, all for themselves. But inevitably there are always going to be people who enjoy outdoor events and what better alternatives are here in a dense city such as ours? The consultation process needs to factor these diverse interests in and find a way of making the events workable. I recognise that it's not all about meeting my...needs, but finding a balance of meeting the needs of a very diverse community."* (Haringey resident)

10.1 A recurring theme throughout this scrutiny investigation was the importance of stakeholders working together to maximise the benefits of hosting events while ensuring inevitable disruption is mitigated as far as possible.

- 10.2 As noted above, following the introduction of the new Outdoor Events Policy a Stakeholder Group was established to help implement the Policy within Finsbury Park.
- 10.3 The aim of the Group is to comment on the overall events programme and to provide advice on major event plans concerning the issues that directly affect residents, local businesses and park tenants.
- 10.4 Comments are used by Parks Officers to inform either contractual arrangements or to inform the view of the Safety Advisory Group in relation to licensable activity which is part of an event.
- 10.5 Membership of the Group includes elected councillors and council officers from Haringey, Hackney and Islington, residents, traders and police. Attendance at Stakeholder Group meetings is by membership only and meetings take place to coincide with the event planning process each year. Meetings are chaired by Cllr McNamara, Haringey's Cabinet Member for the Environment. The Terms of Reference for the Group are attached at **Appendix 1d**.
- 10.6 Stakeholder engagement commenced in the run up to five days of large scale events taking place in Finsbury Park in 2014 including two days of the Arctic Monkeys (staged by SJM) and three days of the Wireless Festival (staged by Live Nation), where approximately 45,000 event goers attended each day.
- 10.7 In terms of planning for 2015, although widely accepted that the 2014 events happened with better planning, organisation and implementation than the Stone Roses concerts in 2013, it was decided that further and more extensive stakeholder engagement should commence to address specific issues and concerns raised.
- 10.8 Significant emphasis was placed on engagement with residents and other stakeholders surrounding the park, but also with council officers and councillors of the neighbouring boroughs of Islington and Hackney so as to listen to their concerns and adopt a more joined-up approach to planning for a whole raft of issues associated with large crowds coming into the area.
- 10.9 In addition to the Stakeholder Group meetings there was a series of scheduled officer liaison meetings to co-ordinate discussions between the three boroughs of Haringey, Hackney and Islington, police and other emergency services and transport providers.
- 10.10 This process ensured valuable feedback was received on a number of issues – relating to both in and outside the park – with action taken to improve the arrangements for events that took place in 2015.
- 10.11 The feedback, from members of the Stakeholder Group, suggests these arrangements have generally been welcomed. The following points were highlighted during the various scrutiny sessions:
- Stakeholder meetings were a good forum for officers to share plans for the coming year with interested parties.
  - The ability to meet officers before, during and after events was welcomed.

- Feedback from the Group resulted in changes, and improvements, that would not otherwise have happened.
- The relationship between the three boroughs and other interested stakeholders seemed to work much better this year.
- Continued tri-borough communications is very important and will help improve future events.

10.12 However, despite this positive feedback, concerns about the operation of the Group have also been raised, including:

- Concerns that there is a democratic deficit, in that the impact of the events is substantially felt by Islington and Hackney residents but as events are in and run by Haringey they don't, or feel that they don't have an immediate way to raise concerns, make suggestions. It was felt that the Stakeholder Group could help to address this.
- A concern that the voices of all stakeholders were not always adequately heard.
- There were suggestions from some stakeholders that there should be nominated/named representatives from each group/organisation (to avoid over representation). There was also a suggestion that the Group might be improved by having fewer meetings, focusing on a smaller number of issues.
- Concerns that the Group wasn't able to manage the competing needs and opinions of different stakeholders, especially in relation to the differences between local residents and stakeholders with commercial interests.
- There were discussions about whether the Cabinet Member for Environment, as a decision maker for events, should also chair an advisory body.
- There were also suggestions that other community groups and local businesses, from all three boroughs, should be invited to take part in the Group.

10.13 The on-line survey also picked up a number of issues in relation to wider communication with local residents and businesses in the run up to the events. For example, a number of residents were unaware of events taking place in the park:

- *"I am usually unaware of the events in the park until they start putting up barriers. I only use the Hornsey Tavern entrance...and since it is not a major entrance there is never any advertising. There is never any notification to the local residents of events in the park either."* (Hackney resident)
- *"I never have a complete list of events and only know the big ones."* (Haringey resident)
- *"...there is little publicity as we're not Haringey residents."* (Hackney resident)
- *"...apart from the Wireless event I am not aware of any other events in the park."* (Haringey resident)

10.14 In addition, it was noted that a number of flats on Seven Sisters Road had not received communication materials due to issues with access. There were also complaints that other residents in close vicinity to the park had not received similar information.

10.15 With these issues in mind, the Committee has made recommendations to ensure (a) the Stakeholder Group remains a useful body and (b) greater awareness of all events that take part in the park.

### Recommendation 3

To help manage the competing needs and opinions of different stakeholders, including those from neighbouring boroughs, the Cabinet Member for Environment is recommended to review the terms of reference for the Finsbury Park Events Stakeholder Group. This should be completed before the end of December 2015 with consideration given to:

- (a) Setting up two distinct groups – one for local residents and one for local businesses – to ensure feedback from both is used to help with event planning and to address local concerns around major events.
- (b) A ward councillor from Haringey or Stroud Green being nominated as the Chair.
- (c) Ensuring fair representation from all the groups participating.

### Recommendation 4

To ensure local stakeholders, including ward councillors and residents, in Haringey, Hackney and Islington, are aware of all the events that take place in Finsbury Park, the majority being community or charity based, the Head of Direct Services is recommended to work with the Assistant Director of Communications, to review how information about future events is shared (electronically or otherwise) to ensure greater awareness of all events.

## 11. Noise and Complaints

11.1 The impact of noise was raised during evidence gathering sessions, via written submissions and via the online survey. Some of the concerns raised via the online survey include:

*“Wireless... Totally unacceptable noise intrusion for 4 days with impact on our own experience of leisure time including often being unable to listen to music at home without hearing music from Finsbury Park. Walking near the park – on Green Lanes – the sound levels were extraordinary high and unacceptable. There had been no attempts to use technology to bring down the noise levels.”*  
(Haringey resident)

*“Wireless 2015 Noise seemed much louder than for previous concerts – on Endymion Road I couldn’t hear my own TV over it. It is a disturbance not just on*

*the days of the event but beforehand and afterwards. And this time on two consecutive weekends. I don't think it's acceptable...* (Haringey resident)

*"There needs to be a lot more effort on noise control."* (Islington resident)

*"It's too noisy for too long, it's all day and all weekend."* (Haringey resident)

*"...Wireless this summer was extremely loud – sound checks take no account of wind direction. Usually music levels are fine – Wireless levels were unacceptable."* (Haringey resident)

*"...currently the bass reverberates throughout the flat, even with all doors and windows closed, and it is impossible to use the garden – and yet this is within the council noise limits..."* (Haringey resident)

*"Publication of sound levels from sound monitoring (and acceptable / target levels) on notice boards in the park (and website). This might enable informed discussion about noise to be had in planning for future events."* (Haringey resident)

11.2 Concerns about noise were also raised during the various sessions with ward councillors from Haringey (Harringay Ward and Stroud Green Ward), Hackney (Brownswood Ward) and Islington (Finsbury Park Ward and Highbury West Ward).

11.3 In addition, noise was raised as an important issue during discussions with other witnesses including the Ladder Community Safety Partnership, the Stroud Green Residents Association, and the Friends of Finsbury Park. A number of issues were highlighted, including: the procedures that had been used to monitor noise levels; the fact that noise generated from events, and the levels of vibration, had been intrusive even when at permitted levels; the fact disruption occurred on both event days and during testing that takes place before events. Reports were also received that some residents had left their homes during the Wireless Festival in order to avoid the disruption caused by the noise.

11.4 Whilst most of the concerns raised about noise related to Wireless it's important to note that concerns were also considered in relation to other events including Ceremony and United.

11.5 With this in mind, the Committee received a comprehensive briefing on noise control. This confirmed that conditions for a Finsbury Park Premises License are based upon guidance set out in the "Code of Practice on Environmental Noise Control at Concerts".

11.6 The code recognises that music from events can cause disturbance to those living in the vicinity but gives guidance on how such disturbance or annoyance can be minimised. It states that even full compliance with the code may not eliminate all complaints and that local factors may affect the likelihood of complaints.

11.7 Each licensee is required to contract an acoustic consultant who produces a Noise Management Plan specific to the event. The acoustic consultant is required to be on site throughout the event to ensure that noise levels are met. In addition to this the Council's Enforcement Response team have an officer to oversee the work of the acoustic consultant.

- 11.8 It is recognised that at the sound levels permitted under the Licence residents will experience some inconvenience and that this will vary according to the location of their home, their age, vulnerability and sensitivity to noise. The type of music being played at any one time can also have an effect. For example, some residents may find that particular types of music disturb them more than others. Atmospherics including the temperature and wind conditions can have a significant effect upon the perception of noise outside a venue.
- 11.9 The Code of Practice recommends various levels dependent on the frequency of events and the use of the venue in question. For 4-12 concerts a year the code recommends that the Music Noise Level (MNL) should not exceed the background by more than 15dB(A) over a 15 minute period (LAeq15MIN). The code also suggests additional limits be imposed for events which continue past 23:00 hrs. However, amplified music events at Finsbury Park currently finish at 22:30 hrs (22:00 hrs on a Sunday).
- 11.10 Background Noise (LA90) is the noise level at a given location and time, measured in the absence of any alleged noise nuisance or sound sources being studied. The LA90 value is often used to describe background noise levels and is defined as the level exceeded for 90% of the measured time. For this purpose train noise e.g. from the rear of Woodstock Road would not form part of the background if it happens for less than 10% of the time.
- 11.11 LAeq15min is in effect the energy average level over the specified measurement period LAeq15min and is the most widely used indicator for environmental noise. This measurement has the risk of measuring the train noise at Woodstock Road.
- 11.12 The Code of Practice recognises that assessment of noise in dB(A) is convenient but can underestimate the intrusiveness of low frequency noise and this is often less of a problem near to an open air event than further away. As a result, complaints may occur some distance from an event simply because people can hear it and consequently there is a perception that the guidelines are not being met. Topographical and climatic conditions can be such that the MNL is lower at locations nearer to the venue.
- 11.13 In terms of monitoring, the venue licence conditions stipulate that noise levels are monitored from agreed locations that are representative of residential properties surrounding the park. The areas selected are based on providing a representative background noise level for those properties and others in the near vicinity.

**Table 3 - Background levels and permitted levels**

<b>Location</b>	<b>Background Level</b>	<b>Comments</b>	<b>Permitted Level</b>
Seven Sisters Road, N4 (LB Hackney)	63 dB(A)	Taken approx. mid-way along park length. Very busy main road-traffic predominates	78 dB(A)
Adolphus Road, N4 (LB Hackney)	51 dB(A)	Taken mid-way between Gloucester Drive and Alexandra Grove. Runs parallel to Seven Sisters Road – minimal traffic – shielded by medium rise flats.	66 dB(A)
Woodstock Road, N4	47 dB(A)	Taken at North bend. Separated from park by busy railway line – rear bedrooms face Park.	62 dB(A)
Stapleton Hall Road, N4	41 dB(A)	Taken 30m East of junction with Quermore Road. Residential-minimal traffic-located on hill overlooking North side of Park.	56 dB(A)
Lothair Road South, N4	46 dB(A)	Taken 30 m East of junction with Alroy Road. Parallel to Endymion Road.	61 dB(A)
Rowley Gardens, N4 (LB Hackney)	49 dB(A)	Taken centre of “quadrangle”. On Eastside of park and in middle of high rise flats.	64 dB(A)

11.14 The table above highlights that, apart from Seven Sisters Road, the noise limits set for Finsbury Park are significantly lower than other London venues:

- Victoria Park has a noise limit of 75dB LA eq15min
- Hyde Park has a noise limit of 75 dB LAeq15mins
- Clapham Common has a noise limit of 75 dB LAeq15mins

11.15 The acoustic consultant, as noted above, is on site throughout the event to ensure noise levels are met. In addition, the license requires that information is provided to residents and businesses two weeks prior to the event. This must include a synopsis of information about the event including dates and times based upon the Premises License application, information on how residents will be protected from excessive noise and the details of a dedicated and live complaints telephone line.

11.16 The Licensing Team provide a list of roads within a reasonable distance from the Park specifying the required distribution list. A draft of the letter to residents and businesses must be provided to the Haringey Licensing Team no later than five weeks prior to the event.

- 11.17 The license makes clear that on the day before, and on days during the event, sound checks and rehearsals should not exceed 90 minutes duration within an agreed 3 hour window. The times of sound checks and rehearsal are agreed by the Licensing Authority with no sound checks or rehearsals permitted at any other time.
- 11.18 The monitoring of the locations representative of the noise sensitive premises (indicated in the table above) must be undertaken by the appointed noise consultant on behalf of the Premises License holder throughout the times where there is regulated entertainment of any kind. Readings / noise levels must be stored for subsequent reporting or disclosure to appointed Licensing Authority representatives as they are obtained and upon request at any other time. A minimum of two people must be available outside the park to monitor noise levels and to provide a response to complainants. During Wireless the Noise Team operated with two teams of officers – one onsite the other outside the event area to react to complaints received further away.
- 11.19 Officers informed the Committee that resident complaints were received through Haringey's out of hours call centre, to the Licensing officer or direct to the publicly advertised events telephone line<sup>1</sup>. Residents experiencing noise are offered a visit to their home and noise levels are checked at their nearest monitoring point.
- 11.20 A summary of complaints, received during the 2015 Wireless Festival including noise complaints logged via these channels, can be found in the table below.

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<sup>1</sup> The license requirements are for the promoter to provide a complaints line that is active during the event times.

**Table 4 – Complaints (Wireless Festival)**

Type of complaint	2014	2015	Trend	Officer Comments
Noise – including vibration	170	85	Complaints overall are down from 217 to 122 with the bulk of the reductions coming from noise complaints (170 vs 85)	The Council has undertaken a full review of the monitoring points set around Finsbury Park. The outcomes of this review will be used to continue to work with our own consultants, noise officers and event organisers to improve the management of noise further.
Public behaviour	26	11	In 2014 complaints of public urination were received. In 2015 there were three complaints relating to public urination and other complaints related to youths loitering and street drinking.	A marked improvement on the previous year. Toilets placed in the surrounding roads were used and event host and stewards signposted and encouraged their use.
Traffic	5	9	Increase on last year	The council listened to residents' concerns around imposing parking restrictions on Sundays. This year residents complained that the parking was not suspended and as a result their spaces were taken up by festival goers. Complaints relating to residents not being permitted back in their roads when the road closures were in place.
Police	1	5	Complaints of lack of police in the area.	Policing levels provided according to risk assessment of event
Park issues	15	12	Park issues, primarily from members of the Friends of Finsbury Park	Complaints on park issues, damage to trees, road surfaces, loss of park space.
<b>Total</b>	<b>217</b>	<b>122</b>		

11.21 The Committee are pleased the number of complaints has come down from 217 – 122, with the bulk of the reduction coming from noise complaints (170 vs 85).

11.22 In addition, the Committee welcomes the fact that the Council has commissioned an independent acoustic consultant to review the way in which Finsbury Park events are monitored for noise. As part of this review suggestions will be put forward to ensure the monitoring process for noise is more transparent and more easily understood by the community, the Council and event promoters.

11.23 Despite these positive developments, a number of issues were raised during the evidence gathering that require further consideration. These include:

- Reports that Haringey call-centre staff had not welcomed noise complaints from Hackney or Islington residents who had been told to call their own local authority.
- The Wireless Festival complaint number was to a mobile phone answered by a person who could not give reference numbers and many people could not get through.
- There were too many avenues open for people to make complaints, including those listed above and others including residents going direct to their ward councillor. As a result, concerns were raised that opportunities to gain a better understanding of the issues raised had been lost with information being logged in different ways and not via the same system.
- Some witnesses highlighted that newsletters about the event had not reached a number of residents and that importantly sound check times were inaccurate in the newsletters.
- Suggestions that noise monitoring should be undertaken at higher locations to monitor noise levels for flats, especially for those living several stories up.

11.24 Similar concerns were raised via the online-survey. Some of these comments are noted below:

- *"I tried to phone the onsite number, but it was not working... The out of hours number is someone on the end of a phone somewhere else in the country who had never even heard of Finsbury Park."* (Haringey resident)
- *"...since I am a Hackney resident I am unable to complain to Haringey about any of the noise or issues that affect me during this or any other event. Hackney are unable to take complaints as the festival is held by Haringey... The events complaints line was a single person with a mobile phone who sometimes did answer and other times did not. We were also refused reference numbers so there is no way to follow up any of the complaints moving forwards."* (Hackney resident)

11.25 In addition, and based on feedback and discussions with event promoters, the Committee would want further consideration to be given to the location and the design of speakers used during events to help minimise noise disturbance.

11.26 Taking all of this into account, the Committee believe further work is still required if further improvements are to be made in relation to dealing with noise issues and complaints.

#### **Recommendation 5**

The Committee welcomes the Council's commitment to review the way in which noise at Finsbury Park is monitored. It is recommended that the independent acoustic consultant's findings and any action to be taken by the Council as a result, be made available to all stakeholders, before the end of December 2015, to make the monitoring process more transparent and better understood.

#### **Recommendation 6**

Moving forward, it is recommended that as part of the process for developing an Event Management Plan further consideration should be given, by the various agencies and event promoters, to the location and design of speakers and stages to help minimise noise disturbance.

#### **Recommendation 7**

The Head of Direct Services and Licensing Team Leader are recommended to work with the Feedback and Information Governance Team to review the process for logging event complaints. There should be one point of contact to: (a) enable appropriate and timely responses from the Council, event promoters and/or other agencies to complaints received from residents in Haringey, Hackney and Islington; (b) enable greater understanding of the issues raised; and (c) ensure lessons can be learnt from the feedback received.

### **12. Crowd Management**

12.1 One of the main reasons for carrying out this review was in response to public order concerns, particularly around attempts to break in to the site, relating to the Wireless Festival in July 2015. As a result, the Committee considered a variety of issues in relation to crowd management at major events.

12.2 Some of the comments received via the online survey in relation to the stewarding and policing at Wireless are listed below:

- *"The security was lame at best, demonstrated by the crowds storming the event. Security did nothing to stop a festival goer from opening the gates to a crowd of people. It was simply out of control. I think the security were poorly trained and inexperienced."* (Haringey resident)
- *"Large crowds of people do not appeal to me...and are not good for an already densely populated area."* (Haringey resident)
- *"Not to my taste, seem out of control and unsafe."* (Hackney resident)#
- *"The event organisers and security staff owe it to everyone to create a safe environment...for those who have bought tickets, those living in the area and*

*those trying to gatecrash the event. There should have been more security patrolling around the perimeter fence to stop people climbing over.” (Haringey resident)*

- *“Personally witnessed a hoard of people trying to scale the barriers.” (Haringey resident)*
- *“The attendees came out at night when the event is finished but don’t always go home. They wander the area making a lot of noise and continue drinking.” (Hackney resident)*
- *“...a much stronger police presence is needed and stewards should be familiar with the area and have a large number of route maps to handout....Stop the festival goers walking in the roads.” (Islington resident)*
- *“People leaving the events is an issue when they disrupt local residents late at night by cutting through local estates making noise, urinating and generally adopting ASB. Crowd management needs reviewing...” (Islington resident)*

12.3 There was also significant media coverage following gate crashing with videos on YouTube and Facebook receiving millions of views. Some of the media coverage can be viewed via the links below:

- [The Metro: “Wireless 2015: Here’s the moment a bunch of gatecrashers Stormed Lethal Bizzle’s Performance”](#)
- [Islington Gazette – “Security slammed after mob gatecrashes Wireless festival”](#)

12.4 In response to these concerns the Committee interviewed a range of stakeholders, including the Metropolitan Police, the British Transport Police and Events Promoters, including representatives from Live Nation. This was to gain a better understanding of what had happened during Wireless and to ensure lessons had been learnt, with appropriate action taken.

12.5 The information below provides a summary of the events that occurred during the Wireless Festival and action that was taken.

<b>Friday 3 July</b>	Approx. 30 people tried to gain access. They tried scaling the fence. However, only one at a time gained access this way. One incident was filmed from inside that appeared to show a steward leaving the area. However, he had left as a response team was on its way. A gate was opened from inside by an individual. Once inside the event there were no issues arising from those who had gained access this way. However, the fact that people, without tickets, gained entry this way encouraged others to do the same on Saturday and Sunday. The releasing of the gate lock was recorded and placed on Youtube which encouraged others to attend the event in the hope of gaining entry in this way.
<b>Saturday 4 July</b>	On Saturday, there had been groups who were more insistent on getting in and there were some minor breaks in security but these were managed well by the organiser. The organiser had sufficient stewards to deal with the situation following the events on Friday. This included placing extra barriers and staff at the various exit gates around the site internally.
<b>Sunday 5 July</b>	On Sunday, additional stewards were brought in by event organisers. During the day there were a number of small groups trying to get in without tickets. These smaller groups had not been able to breach the fence but as a result these groups combined to surge the main gate during late afternoon. This resulted in approx. 200 people gaining entry and led to the main gate being out of action for an hour. The Territorial Support Group (TSG) came to the park on the Sunday afternoon but they were not deployed as the crowds dispersed as they came around the green shield and saw the line of TSG walking into the park. The Met Police assisted the promoters by forming a barrier line at the front entrance point to allow the security to assess the situation and to continue allowing paying customers to enter the event. Fortunately, the impact on the rest of the crowd, inside the event, was relatively minor.

12.6 The following issues were explored further during various evidence gathering sessions:

- The gate rushing by non ticket holders and the impact of social media together with print at home tickets (E-tickets) being copies/shared.
- Ticket touts
- The fact that different artists and finish times both had effects on crowd dynamics.
- The importance of events having clear start and finish times to help with ingress and egress planning. The importance of customers leaving as quickly as possible after the event was also recognised.
- The use of nitrous oxide gas, and the fact this cannot be dealt with by declaring a Public Spaces Protection Order as the use is not of a frequent and regular nature. The Government is due to bring in new legislation in relation to psychoactive substances that will effectively ban the use of these as a legal high.

- Crime levels recorded during Wireless. It was noted that there were 116 crime statistics over the festival and that this was similar to previous years and in line with what the police had expected. The British Transport Police made one arrest during Wireless but this was not related to the festival.
- The importance of looking at crime measures in terms of raising awareness around concert goers about being diligent with their phones and belongings.
- There had been 30 medical on staff during the Wireless Festival, in addition to ambulance crews. This was funded by Wireless. 375 patients had been seen at Wireless with 5 required to go to hospital. This was noted as being a comparatively low number as the normal numbers would be around 1% of those attending.
- There was police support at the main entrance to the Wireless Festival event that was paid for by the promoters. There was also police in attendance outside of the event space that were there as part of their business as usual and were not paid for by the promoter.
- It was recognised that due to reduced budgets there had been a reduction in the number of police allocated to the 2015 Wireless Festival. As a result more importance was placed on effective stewarding.
- In view of the above, and based on the learning from recent events, the need for promoters to submit robust management plans that identify specific resources for dealing with the front of house and security around the perimeter of the site as well as external security or stewarding in the wider area. In view of the gate crashing, consideration was also given to different types of entry systems to help minimise the opportunities for anyone entering without a ticket.
- The Committee were informed that British Transport Police would not get involved in crowd control unless it related to a breach of the peace. The Committee was informed that if the British Transport Police got involved in crowd control then the rest of the system at Finsbury Park station would break down.
- The importance of good communication between different agencies during events and the importance of the Event Control room.
- It was recognised that the gate storming had created problems for side roads and also at Finsbury Park Station. It was acknowledged that it would have been beneficial for the British Transport Police to have been represented in the Event Control room.
- Impact of anti-social behaviour. For example, public urination, after parties, and crowds staying outside the event area to drink in local pubs causing complaints.
- Issues on egress from residents affected and concerns that stewarding in side roads at egress was lacking or inconsistent. The importance of stewards working in pairs (rather than alone) was also highlighted.
- The value of stewards having local knowledge, especially during egress. For example, directing people to the station at Manor House rather than directing everyone to the station at Finsbury Park.

- The pros and cons of using Territorial Support Group (TSG) officers used at Love Box, Victoria Park, Tower Hamlets
- The loss of the Wells Terrace entrance in the future and the impact this will have on dispersal.

12.7 To help improvements to be made to crowd management arrangements for major events the following recommendations are put forward for consideration by the Safety Advisory Group.

### **Recommendation 8**

To ensure improvements are made in relation to crowd management, including security and stewarding, it is recommended that the Safety Advisory Group gives consideration to the following issues when advising on future major events:

- (a) The need for all relevant agencies to be in the control room during an event.
- (b) The security arrangements for both in and outside the park should be reviewed. This should include consideration of increased police resource and importantly the use of more SIA accredited stewards who can work alongside council officers.
- (c) In addition to stewards receiving appropriate briefings from event promoters stewards should also receive a briefing from council staff to ensure local knowledge / information about the area is passed on.
- (d) Resources should be set asides to ensure stewards, working in pairs with suitable local knowledge, can provide a visible presence in local side roads, ensuring sign posting to public toilets, public transport and other local facilities.
- (e) The introduction of a robust three-stage entry system, using the existing site footprint, to improve ingress arrangements minimising the opportunity for anyone to enter the site without a ticket.

### 13. Transport Management

13.1 In addition to the points above<sup>2</sup>, concerning ingress and egress, a number of issues were highlighted in relation to traffic and transport management.

13.2 A number of comments, and suggestions, were received via the online survey, including:

- *“...the effect on the local infrastructure. The traffic was terrible in the entire surrounding area on event days...”* (Haringey resident)
- *“There were people parked up in my street overnight sleeping in cars and others who had clearly stayed out all night.”* (Hackney resident)
- *“Hackney parking restrictions not in force for event days for Wireless festival. I am disabled...and (the) disabled bay outside my home and one across the road (was) in continual use as soon as I left home. There was nowhere to park and as I cannot walk any distance my partner had to take my car down the road to park when I returned home and collect it for me to go out next time.”* (Hackney resident)
- *“The tube station was unusable all weekend.”* (Haringey resident)
- *“Finsbury Park station was too over crowded.”* (Haringey resident)
- *“Implement parking restrictions to protect resident parking.”* (Haringey resident)
- *“If residents’ parking zones are to be brought into force over weekends for events then signage needs to be put in place and proper enforcement should take place.”* (Haringey resident)
- *“Don’t close Seven Sisters road...”* (Hackney resident)

13.3 It should be noted that following complaints about traffic in 2014, the council listened to residents’ concerns around imposing parking restrictions on Sundays. This year residents complained that the parking was not suspended and as a result their spaces were taken by festival goers.

13.4 These issues, and others, were explored during the various evidence gathering sessions with stakeholders. The following issues were discussed:

- Parking controls on the Hackney side of the park.
- The impact of “rat running” especially in Finsbury Park Ward.
- The fact that Controlled Parking Zones (CPZs) had been used but had been designed for football matches at the Emirates. As a result it was noted that the times they covered were not entirely appropriate. In addition, it was reported that there had been delays in the removal of parking restriction signage.

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<sup>2</sup> Please see the section on Crowd Management above

- The removal of illegally parked vehicles had been problematic due to the fact that four different authorities were involved.
- The plans concerning Wells Terrace and the loss of this area in the future.
- The impact of Night Tube in relation to egress arrangements.
- Road closures, traffic and bus diversions and congestion affecting travel in Haringey, Hackney and Islington. This included concerns relating to the duration of the closure of Seven Sisters Road (from Green Lanes to Holloway Road) and congestion in Stroud Green Road.
- The special traffic controls at Moray Road and Durham Road that had been put in place by Islington.

13.5 In addition, the Committee noted that learning from previous events had resulted in a number of changes for events held in 2015. For example, previous events resulted in large crowds on Perth Road at the “Faltering Full Back”. This resulted in conflict between concert goers and parents / children at the end of the school day. This year, the promoter was requested not to use the entrance near Perth Road and was requested to use the Finsbury Park Gate as the point of ingress so that crowds did not conflict with other non concern goers.

13.6 Another learning point highlighted from previous events related to the time taken to attend, and the available egress routes, for medical incidents. Following discussions with the London Ambulance Service, and the London Fire Brigade, the Committee are satisfied that issues regarding road closures and the potential impact for access by emergency vehicles were addressed through the comprehensive planning process for the 2015 events.

13.7 Moving forward, the Committee supports the written response received from Transport for London’s Events Team, outlined below:

**Table 5: Transport for London, Events Team**

Purpose

This document is in response to the review being undertaken by the Local Authority into the organisation and delivery of commercial events taking place in Finsbury Park. These comments are specifically in relation to events at the Park on the 27<sup>th</sup> and 28<sup>th</sup> of June 2015 and between the 3<sup>rd</sup> and 5<sup>th</sup> of July 2015. This document provides an overview of events. Specific detail can be provided if requested.

The collated views expressed in this document are those of experienced event planners employed by Transport for London, specifically from London Buses, London Underground and the London Streets Traffic Control Centre. The planners have been involved in the planning process, including representation at the Safety Advisory Groups. Most have been involved in this specific planning process for Finsbury Park for several years. They are also involved in the planning of similar events across London on behalf of Transport for London. TfL seeks to assist in the facilitation of events which may have an impact on the TfL route networks, whilst recognising the disruption to transport users and minimising the impact.

### Background

TfL have been involved in the planning of the response to events at Finsbury Park in conjunction with the local authority, other agencies and the emergency services. The Safety Advisory Group has agreed to both crowd and traffic management plans which permit the events to go ahead but strive to minimise the impact on transport and the community. These plans are agreed on the basis that timing, resourcing and agreed communication protocols would be adhered to.

Finsbury Park events, due to their size, attendance numbers and egress times do affect the TFL networks. The relatively hard egress from these events results in large numbers of pedestrians using the Seven Sisters Road, and the requirement to minimise the possibility of pedestrians and vehicles coming into conflict. Accordingly the road is closed for a substantial period upon egress which results in not inconsiderable bus route diversions. Consequently other traffic is also displaced and there is an increase in road use in the surrounding roads. The impact of the egress and the changes put in place to accommodate it extend considerably beyond the completion of the event and there is considerable activity required to support the return to business as usual.

The large numbers egressing the events have an impact on the London Underground system and effective stewarding outside the station is essential to allow the station to operate safely by controlling access and minimise the danger of platform overcrowding.

### Planning

The planning process appears to work well, with good buy-in from external agencies and a structured practical approach to the process. Documentation appears fit for purpose and there are good working relationships between the parties involved. However, it is essential that the agreed proposed processes and operational delivery conform to the planning assumptions and agreements.

### Crowd Management

Although there were agreed plans for crowd management this year the delivery in certain aspects could have been improved to support the event. This was particularly relevant to the Underground Station where both stewarding numbers and controls appears to be lacking. There were safety issues raised in respect of the queues immediately outside the station entrance.

There are identified issue of anti-social behaviour by some of the event attendees. This is identified by TfL in respect of debris left in the bus station by pedestrians using this as a thoroughfare. It is assumed that this is replicated across the egress routes.

The length of the egress process appears to be extending year on year with a consequent higher impact on the transport network. There are a limited number of egress points to the Park and with the large number of attendees it may be an appropriate time to review the access points available, egress routes and the level of stewarding and crowd management.

Issues were identified with immediate communication links between the organisers /

stewarding company and the London Streets Traffic Control Centre. The protocol should be reviewed to identify the specific areas for improvement and any enhancement of the existing processes and protocols.

### General

It should be recognised that identifying areas for improvement does not mean that the continuance of any event is untenable. It is reasonable to say that all events pose specific challenges, some of which are more difficult to address than others. Of utmost importance is the continued dialogue, inter-agency working and the development of practical and deliverable plans which are fully understood by all, supporting both the delivery of the event and minimising the impact on the travelling public and residents who do not wish to attend the events.

- 13.8 The Committee acknowledge that the issues above will continue to be explored via the Safety Advisory Group. In addition, to further support both the delivery of events and to minimise the impact on the travelling public and residents who do not wish to attend the events, the Committee agree that Controlled Parking Zone arrangements across Haringey, Hackney and Islington, should be reviewed.

### **Recommendation 9**

The Head of Traffic Management is recommended to review Controlled Parking Zone (CPZ) arrangements to ensure they are appropriate for events held in Finsbury Park with consideration given to CPZ timings being consistent across the three boroughs during events.

## **14. The Clean Up**

- 14.1 A number of concerns were raised in relation to the take-down and clear-up of events. For example, the following issues were highlighted by the public survey:

- *"The main problem is the failure to clean up properly."* (Haringey resident)
- *"I regularly exercise in the park and the level of litter remaining (fragments of glass, cigarette butts etc) is unacceptable and a danger to local residents that wish to use the park throughout the year."* (Haringey resident)
- *"The grass was ruined."* (Haringey resident)
- *"I have seen many photos and I am horrified at the unnecessary harm to trees and the open grass areas that was caused."* (Haringey resident)
- *"Considerable damage was done to the park an important resource for communities, fencing was down and damaged, trees were harmed. The park is still not in a good state after Wireless. This is unacceptable."* (Haringey resident)
- *"...start the cleaning up process immediately and have people cleaning the park during the night. It is unsightly to walk through the park the morning after and see all the debris left behind."* (Haringey resident)

- *“More investment in cleaning up during events and cleaning up and restoration after events, not just in Finsbury Park itself but in every street between all Station exits and Finsbury Park.”* (Haringey resident)
- *“Could I suggest that more temporary litter bins are placed around the area and that the dustbin collection to also include the “normal” rubbish bin regardless of whether it’s due that week or not.”* (Haringey resident)

14.2 Other issues highlighted, during the course of the scrutiny review, relate to damage caused to the main carriageway and to a perceived lack of time between events for certain areas of the park to return to their previous state.

14.3 In terms of Wireless, the Committee was particularly concerned that the clear up didn’t go as well as it should have done. As a result, these issues were explored with various stakeholders, including event promoters and council officers. This enabled current practices to be reviewed and allowed possible new ways of working to be explored.

14.4 Moving forward, and recognising that the cost of any damage is paid for by event organisers, the Overview and Scrutiny Committee hope the recommendations below are taken forward to help address various issues relating to the clear-up and event recovery process.

#### **Recommendation 10**

As part of the licensing process each event promoter should be asked to submit additional information, as part of their Event Management Plan, to explain how the take down and handover process will be managed and signed off. This should include information concerning the street cleaning (and bin collection) schedule for streets affected across Haringey, Islington and Hackney.

#### **Recommendation 11**

Following the take down, the Head of Direct Services is recommended to develop a recovery action plan. This should: (a) list any damage, recorded as part of the post event site inspection; (b) detail the repair work that’s required (with costs); and (c) provide clear dates for the completion of each maintenance task. This information should be shared with stakeholders (making it clear that the cost of any damage is paid for by the event organiser, not the Council).

### **15. Minimising the Impact**

15.1 It was noted that the Outdoor Events Policy and its implementation had a real impact on Finsbury Park and the surrounding areas. Much of this impact has been discussed above, including noise, crowds, impact on transport and travel, and on the park itself, along with recommended mitigations.

15.2 In addition, the process of staging large events puts a significant area of the park out of bounds for general use.

- 15.3 It was noted that efforts had been made to maintain public access routes through the event area for as long as possible, and that further efforts to reduce impact would continue to form part of the agreements made with event organisers. But the balance between income generation and the impact of income-generating activity must be kept continually under review. The Committee at this stage recommends the following:

#### **Recommendation 12**

To limit the impact events in Finsbury Park have on the local community it is recommended that:

- (a) Summer holidays should continue to be excluded from any major event booking period and importantly Finsbury Park should be returned, and be in full use, before the start of the summer holidays;
- (b) The number of events (five) and duration (a maximum of three days per event), allowed in the policy, should not be increased any further;
- (c) Policy implementation should ensure in practice that no more than two successive weekends are used for major events between the end of the May half-term and the start of the summer holiday period, and that no more than two successive weekends are used after the summer holiday period until the end of September;
- (d) Any events held in Finsbury Park during September should be smaller (than the June/July events) with a maximum capacity of 20,000 to ensure better coordination with other events, such as football at the Emirates Stadium;
- (e) That events held on a Sunday should always finish no later than 10.00pm.

#### **16. Tobacco**

- 16.1 This section addresses concerns, raised during the scrutiny review, in relation to the potential impact of tobacco marketing at music events.
- 16.2 Smoking remains the main cause of preventable illness and premature death in the UK and in Haringey. Smoking also greatly increases your chance of stroke, heart disease, cancers and respiratory illness which lead to long term conditions which impact on unhealthy life expectancy. Smoking is also a major cause of health inequalities. In England, fifty percent of the gap in life expectancy is due to smoking and it has been identified as the single biggest cause of inequality in death rates between rich and poor. In Haringey the gap in life expectancy is 7 years for men and 3 years for women between wards in the east and the west of the borough.
- 16.3 During the review concerns were raised by a number of stakeholders, including the charity Action on Smoking and Health (ASH), in relation to: (a) the burden of tobacco use; (b) young people and tobacco marketing; (c) tobacco marketing at

events attended by young people; and (d) the potential impact of tobacco marketing at music events on local people in Haringey.

16.4 The Committee was made aware that since the implementation of the Tobacco and Advertising and Promotions Act in 2003, almost all forms of cigarette advertising have been banned. However, evidence from both ASH and the Director of Public Health highlighted that the tobacco industry has consequently become reliant on other forms of advertising and has invested heavily in promoting their products through other channels which has included outdoor festivals, sporting events, cigarette packaging and social media<sup>3</sup>.

16.5 According to [Statista](#), the age distribution of festival-goers in the United Kingdom in 2013 shows that the greatest share of festival visitors were between 16 and 30 years of age (60%). As a result, young people have been a major focus for tobacco information campaigns and there is strong evidence that exposure to tobacco advertising, marketing and promotion is a factor influencing children and young people's uptake of smoking<sup>4</sup>.

16.6 The evidence submitted by ASH highlighted that tobacco stalls used at music events can prompt impulse purchases and can increase sales. ASH highlighted that young people are particularly likely to make unplanned purchases while ex-smokers and people who are trying to stop smoking are also vulnerable to these purchases, resulting in relapse.

16.7 In view of these concerns, the Committee asked for further information from Daliah Barrett, Licensing Team Leader, who confirmed:

- None of the events in Finsbury Park are sponsored or promoted by the tobacco industry so there is no advertising or promotion of cigarette use.
- Cigarettes are available on site to customers who attend because smokers are not able to go out of the event to purchase cigarettes once they have entered the event space.
- Retailers selling tobacco are obliged to comply with various legislative measures but there is currently no licensing requirement for the sale of tobacco products.
- National regulations came into force in April 2015 that restrict the display of cigarettes and point of sale advertising of tobacco products i.e. selling points can no longer advertise or display products.
- Event organisers need to ensure they are compliant with new legislation.

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<sup>3</sup> Moodie C, Mackintosh AM, Brown A, et al. Tobacco marketing awareness on youth smoking susceptibility and perceived prevalence before and after an advertising ban. *Eur J Public Health* 2008;18:484–90

<sup>4</sup> Lovato, C et al. Cochrane Review: Impact of tobacco advertising and promotion on increasing adolescent smoking behaviours. *The Cochrane Library*, Issue 2, 2004

Pierce JP, Gilpin E, Burns DM, et al. Does tobacco advertising target young people to start smoking? Evidence from California. *JAMA*.1991; 266:3154–3158 20

Lovato, C et al. Cochrane Review: Impact of tobacco advertising and promotion on increasing adolescent smoking behaviours. *The Cochrane Library*, Issue 2, 2004

16.8 The Council's Corporate Plan 2015-18 sets out the Council's commitment to focus on prevention to "*enable every child in Haringey to have the best start in life*" (Priority 1); "*for people to live long and fulfilling lives*" (Priority 2) and via Key Priority 2 in the Health and Wellbeing Strategy to "*increasing healthy life expectancy*".

16.9 In view of these commitments the Committee believe the recommendations below should be taken forward as part of efforts to prevent the promotion of smoking and to reduce children and young people's exposure to tobacco.

### **Recommendation 13**

The Committee notes that retailers selling tobacco are obliged to comply with various legislative measures and new national regulations that restrict the display of cigarettes and point of sale advertising of tobacco. With this in mind, and in addition to the licensing process for Finsbury Park, it is recommended that (a) it becomes a condition of hiring the park that any tobacco stalls should be as plain as possible (e.g. no bright colours or lights) to help prevent the promotion of smoking; and that (b) any evidence arising from this year's events in relation to tobacco products be reviewed by the Licensing Team Leader in advance of future events.

## **17. Future Events**

17.1 Whilst a number of concerns were raised during the investigation, it's important to note that opportunities for future events were also identified. These were considered with stakeholders at meetings and from suggestions put forward as part of the public survey. In addition, discussions took place that focused on ways to overcome barriers identified.

17.2 Findings from the public survey highlight some local residents had not attended events in the park due to the following reasons:

- Events not of interest
- Unaware of events
- Park should be preserved as a green space
- "The tickets are very expensive and no residents' discount has been offered." (Hackney resident)

17.3 Various comments were also received in relation to the need to pitch events at the wider community. For example:

- "I don't fit the demographic for events like Wireless – over 60s not really catered for." (Haringey resident)
- "(I don't attend)...because they all seem to be geared to people in their early 20s..." (Islington resident)
- "They are not really aimed at families with young children." (Haringey resident)

17.4 In view of these comments, the Committee considered the following points:

Routemaster

- *"The route-master event is popular, and works well in the space used."* (Hackney resident)
- *"Open to all, free, left no mess or damage to the park."* (Islington resident)

Cycling events

- *"...small and fun for the kids."* (Hackney resident)
- *"Small, low impact, free and inclusive."* (Hackney resident)

New (Hidden) River Festival

- *"A small local event that worked really well."* (Hackney resident)
- *"...planned well in advance, community given chance to be involved, diverse, community focussed."* (Haringey resident)

Fleadh

- *"...appropriate for the size of the park, appealing to a mixed age group, didn't cause too much disruption..."* (Haringey resident)

17.5 The following issues were also considered in relation to planning for future events:

- Opportunities that could be created for local people as a result of hosting events.
- Developing meaningful opportunities for volunteering.
- Support for local traders / businesses.
- The possibility of developing a 3-5 year programme of events to enable all stakeholders to better prepare and plan for events.
- Delivering events that reflect the diversity of Haringey's population.
- Ensuring event space is provided for local community groups, charities and businesses to help them to promote their work during the events.
- Supporting local residents to gain the skills they require for jobs that become available during events held in the Park.

18. With these issues in mind, the Committee has put forward a number of recommendations to help develop a mixed and diverse range of events for the Park.

**Recommendation 14**

The Cabinet Member for Environment is recommended to develop a 3-5 year programme of events for Finsbury Park to enable all stakeholders to better prepare and plan for events.

### **Recommendation 15**

In developing a 3-5 year events programme for Finsbury Park the Cabinet Member for Environment is recommended to give consideration to:

- (a) Delivering events that reflects the diversity of Haringey's population. This should include providing opportunities for local artists / bands to show case their talent during events held in Finsbury Park.
- (b) Using the expertise and knowledge from across the council to deliver a mixed and diverse range of events that help the Council to achieve objectives set out in the Corporate Plan.
- (c) The provision of event space for local community groups, charities and businesses to promote their work during events.
- (d) Encouraging more members of the public, including community groups and charities, to hold events in the park.
- (e) Working with event promoters to identify opportunities for work experience and volunteering.
- (f) Working with event promoters to enable the Council and local Jobcentres to signpost, and help local residents gain skills required, for jobs that become available during events held in Finsbury Park.
- (g) Working with event promoters to ensure local businesses have opportunities to take part in events, e.g. catering, and looking at how the Council can support local businesses overcome any barriers identified.
- (h) Providing a discounted/lottery ticket scheme for local residents.

# APPENDICES

- Appendix 1a:** Finsbury Park Events Scrutiny Project – Scoping Document
- Appendix 1b:** Review Contributors
- Appendix 1c:** Analysis of Survey Responses
- Appendix 1d:** Finsbury Park Events Stakeholder Group – Terms of Reference
- Appendix 2:** Recommendations

## **Appendix 1a: Finsbury Park Events Scrutiny Project – Scoping Document**

Review Topic	Finsbury Park Events
<b>Scrutiny Project Membership</b>	<p>Members of the Overview and Scrutiny Committee will carry out this review:</p> <p>Councillors: Charles Wright (Chair), Pippa Connor, Kirsten Hearn, Eugene Akwasi-Ayisi, and Adam Jogee</p> <p>Statutory Co-optees: Luke Collier (School Governor Rep), Yvonne Denny (Church Rep), Chukwyemeka Ekeowa (Church Rep), and Kafale Taye (School Governor Reps)</p>
<b>Terms of Reference (Purpose of the Review / Objectives)</b>	<ol style="list-style-type: none"> <li>1. To understand the impact of recent events held in Finsbury Park to gain a greater understanding of the budget context for parks – including income and where this money is spent – and how this is balanced against the impact on local people and businesses.</li> <li>2. To consider the position of Finsbury Park as a major London park contributing to city-wide events.</li> <li>3. To reflect on recent large events that have taken place in Finsbury Park, with particular focus on the following: <ul style="list-style-type: none"> <li>• Planning and organisation;</li> <li>• Facilities;</li> <li>• Policing, security and crowd control;</li> <li>• Noise and complaints;</li> <li>• Transport, ingress and egress;</li> <li>• Damage and arrangements for remediation; and</li> <li>• Community engagement.</li> </ul> </li> <li>4. In the light of the above, to make recommendations to the Council and its partners for improvements in the arrangements for future events that are consistent with the aims and objectives of the Outdoor Events Policy and seek to minimise any potential adverse effects on the park.</li> </ol>

<b>Links to the Corporate Plan</b>	<p>This review relates to Priority 3 – “A clean, well maintained and safe borough where people are proud to live and work”</p> <ul style="list-style-type: none"> <li>- “We will work with communities to improve the environment, particularly by reducing anti-social behaviour and environmental crime” (Objective 1)</li> <li>- “We will make our street, parks and estates clean, well maintained and safe” (Objective 2)</li> </ul> <p>In addition there are links to Priority 4 “ Drive growth and employment which everyone can benefit”</p> <ul style="list-style-type: none"> <li>- “Deliver growth, by creating an environment that supports investment and growth in business and jobs” (Objective 2)</li> </ul>
<b>Evidence Sources</b>	<p>This will include:</p> <ul style="list-style-type: none"> <li>- Haringey’s Outdoor Events Policy (January 2014)</li> <li>- Feedback (complaints, compliments and social media) for events held in Finsbury Park</li> <li>- Consideration of information posted on neighbourhood websites e.g. Harringay Online</li> <li>- Noise Reports</li> <li>- Licensing information</li> <li>- Management Plans – an overview <ul style="list-style-type: none"> <li>o Presentation by Licensing Team Leader</li> </ul> </li> <li>- Information on how other Local Authorities deal with major events</li> <li>- Feedback from stakeholders and local resident associations, including neighbouring boroughs (see below)</li> <li>- Feedback from local shops/businesses</li> </ul>
<b>Witnesses</b>	<p>The following witnesses will be invited to take part in the review / submit evidence:</p> <ul style="list-style-type: none"> <li>- <b>Members of the Finsbury Park Stakeholder Group</b> <ul style="list-style-type: none"> <li>o Chair – Cabinet Member for the Environment</li> <li>o Friends of Finsbury Park</li> <li>o Stroud Green Residents Association</li> <li>o Highbury Community Association</li> <li>o Ladder Community Safety Partnership</li> <li>o Manor House Development Trust</li> <li>o Haringey Green Lanes Traders Association</li> <li>o Finsbury Park Trust</li> </ul> </li> </ul>

	<ul style="list-style-type: none"> <li>○ Finsbury Park Tenant Representatives</li> <li>○ Ward Councillors – Stroud Green</li> <li>○ Ward Councillors – Haringay</li> <li>○ Haringey Parks and Leisure Services</li> <li>○ Haringey Licensing Officer</li> <li>○ Metropolitan Police Service</li> <li>○ Officers – Hackney</li> <li>○ Officers – Islington</li> </ul> <p>- <b>Safety Advisory Group (SAG)</b></p> <p>- <b>Transport for London</b></p> <p>- <b>Ward Councillors / Cabinet Members from Islington and Hackney</b></p> <p>- <b>Finsbury Park Event Promoters</b></p> <ul style="list-style-type: none"> <li>○ Live Nation</li> <li>○ Festival Republic</li> <li>○ Slammin' Events</li> <li>○ J E A Manning and Sons</li> </ul> <p>In addition, Overview and Scrutiny will encourage <b>written submissions</b> from the public, organisations, businesses and other interested parties.</p>
<b>Methodology/Approach</b>	<p>A variety of methods will be used to gather evidence from the witnesses above, including:</p> <ul style="list-style-type: none"> <li>- Site visit to Finsbury Park (non event day) – with photos/maps prepared in advance</li> <li>- Site visit to Finsbury Park (during events in September)</li> <li>- Desk top research</li> <li>- Evidence gathering sessions / workshops with witnesses <ul style="list-style-type: none"> <li>○ meeting venues in/around Finsbury Park would be preferred</li> </ul> </li> <li>- Review of evidence sources (listed above – including written submissions)</li> <li>- Final report / findings to be considered by OSC (at a public meeting) on 19 October</li> </ul>

<b>Equalities Implications</b>	<p>Haringey's Outdoor Events Policy was agreed by Cabinet in December 2013. The covering report for this item notes:</p> <p><i>"An equality screening tool was completed in regard to the proposed policy and found that the proposal has no impact on protected characteristics other than religion or belief."</i></p> <p><i>"The policy retains the existing provision that organisations professing a religion or a belief can hire the park like any other group, but they cannot book the park primarily for an act of worship. Whilst this could have the effect of discouraging religious or belief organisations from using the park primarily for an act of worship such as praying, such events could by their nature exclude others from attending the event or using the park more generally. In hiring a park for an event the Council wishes to promote all events as inclusive to the whole community. Further, the policy does permit acts of worship where incidental to the overall event, for example a convention."</i></p> <p>Questions for scrutiny to consider:</p> <ul style="list-style-type: none"> <li>- How does the Council know that events at Finsbury Park have been inclusive to the whole community?</li> <li>- Has there been any negative impact on equality groups as a result of events taking place at Finsbury Park?</li> </ul>
<b>Timescale</b>	<ul style="list-style-type: none"> <li>- The review will be set up by OSC on <b>27 July 2015</b> (following initial scoping on 23 July)</li> <li>- Desk research from <b>27 July</b></li> <li>- Evidence gathering (including site visits / walk around Finsbury Park) from <b>10 August – 28 August</b></li> <li>- Call for Evidence (online survey) closes - <b>28 August</b></li> <li>- Initial findings to be discussed before Finsbury Park events in September <b>i.e. w/c 31 August</b></li> <li>- Members of OSC to attend events at the park (Ceremony and / or United) on <b>12<sup>th</sup>/13<sup>th</sup> September</b></li> <li>- Additional evidence gathering / meetings to take place during <b>early September</b> (as required)</li> <li>- Analyse findings / develop recommendations <b>mid September</b></li> <li>- Final report signed off (with comments from legal / finance) <b>by 5 October</b></li> <li>- OSC meets on <b>19 October</b> to discuss / agree final report (Public Meeting)</li> <li>- Cabinet Response – with partner input – prepared for <b>10 November</b> or <b>15 December</b></li> </ul>
<b>Reporting arrangements</b>	<ul style="list-style-type: none"> <li>- The dates for reporting are noted above.</li> <li>- Stephen McDonnell, Deputy Director Operations &amp; Community Safety, has confirmed that he will co-ordinate the Cabinet Response (with input from partners as appropriate).</li> </ul>

<b>Publicity</b>	<ul style="list-style-type: none"> <li>- Press release to be issued after OSC on 27 July</li> <li>- Call for Evidence will be issued to encourage written submissions from the public, organisations, businesses and other interested parties to be organised.</li> <li>- The Call for Evidence will be based on the following (draft) questions: (a) "List or describe what you thought was successful or worked well?; (b) List or describe what you thought was not successful or did not work well?; and (c) List your thoughts/recommendations for improvement for future events?</li> </ul>
<b>Constraints / Barriers / Risks</b>	<p>The Chair of OSC would like this review to take place, with consideration given to initial findings, before the next round of Finsbury Park events in early/mid September. As a result, this requires meetings to take place during August. To ensure all witnesses (identified above) have the opportunity to attend evidence gathering sessions, various workshops will be arranged during August and, if needed, additional meetings will be held in early September. A "call for evidence" will also be launched to encourage written submissions from the public, organisations, businesses and other interested parties. In addition, the final report will be considered by Overview and Scrutiny Committee on 19 October. This provides an opportunity for members of the public to "have their say" if requests are received in accordance with Part 4, Section B of the Council's constitution.</p>
<b>Officer Support</b>	<p><b>Scrutiny Support:</b></p> <ul style="list-style-type: none"> <li>- Christian Scade, Principal Scrutiny Officer / Rob Mack, Principal Scrutiny Officer</li> </ul> <p><b>Service Support:</b></p> <ul style="list-style-type: none"> <li>- Stephen McDonnell, Deputy Director Operations &amp; Community Safety</li> <li>- Sarah Jones, Events and Partnerships Manager - Parks and Leisure Services</li> <li>- Simon Farrow, Interim Head of Direct Services</li> <li>- Tim Pyall, Infrastructure Manager</li> <li>- Daliah Barrett, Licensing Team Leader</li> <li>- Eubert Malcolm, Head of Community Safety and Regulatory Services</li> </ul>

## **Appendix 1b**

### **Review contributors**

The Committee interviewed the following witnesses as part of their evidence gathering (in order of their appearance before the group)

<b>Name</b>	<b>Job Title/Role</b>	<b>Organisation</b>
Simon Farrow	Interim Head of Direct Services	Haringey Council
Daliah Barrett	Licensing Team Leader	Haringey Council
Sarah Jones	Events and Partnerships Manager - Parks and Leisure Services	Haringey Council
Malcolm Eubert	Head of Community Safety and Regulatory Services	Haringey Council
Jenny Gray	Senior Communications Officer	Haringey Council
Alan Palmer	Resilience and Special Operations Unit	London Ambulance Service
Ch Insp Judith Beehag-Fisher	Chief Inspector	Metropolitan Police Service
Sgt Andy Underwood	Sergeant	Metropolitan Police Service
Cllr Gina Adamou	Harringay Ward Councillor	Haringey Council
Cllr Claire Potter	Brownswood Ward Councillor	Hackney Council
Ian Sygrave	Chair	Ladder Community Safety Partnership
Kit Greveson	Chair	Stroud Green Residents Association
Niall Forde	Licensing Team	Islington Council
Cllr Gary Heather	Finsbury Park Ward Councillor	Islington Council
Mike Howlin	Barnet, Enfield and Haringey Regulatory Fire Safety Team	London Fire Brigade
Denis Ioannou	Senior Building Surveyor	Haringey Council
Felicia Ekemezuma	Joint Food Health and Safety Manager	Haringey Council
Rebecca Whitehouse	Joint Food Health and Safety Manager	Haringey Council
Joseph Manning	Manning's Funfair	J E A Manning & Sons
Insp Liam Kelly	Inspector (Piccadilly Line)	British Transport Police
Kevin Duffy	Chair	The Friends of Finsbury Park
Alexis Skeades		The Friends of Finsbury Park
Jeremy Llewelyn-Jones		The Friends of Finsbury Park

<b>Name</b>	<b>Job Title/Role</b>	<b>Organisation</b>
Cllr Richard Greening	Highbury West Ward Councillor	Islington Council
Tony Casale	Network and CCTV Manager	Haringey Council
Barry Scales	Service Team Manager, Community Safety (Events)	Hackney Council
Cllr Tim Gallagher	Stroud Green Ward Councillor	Haringey Council
Simon Donovan	Chief Executive	Manor House Development Trust
Talal Karim		Finsbury Park Trust
Ruth Catlow	Co-Founder and Artistic Director	Furtherfield
Melvin Benn	Managing Director	Festival Republic
Ian Donaldson	Site Manger for Wireless	Festival Republic
Emma Kemshell	Project Manager for Wireless	Live Nation
Paul Rooney	Director	Slammin' Events
Cllr Raj Sahota	Stroud Green Ward Councillor	Haringey Council
Cllr Emine Ibrahim	Harringay Ward Councillor	Haringey Council
Cllr Stuart McNamara	Cabinet Member for the Environment	Haringey Council



# SCRUTINY OF FINSBURY PARK EVENTS

## Appendix 1c

### Analysis of Survey Responses



## ABOUT THE PUBLIC SURVEY

Aims, objectives and format.

# ABOUT THE SURVEY

## ○ **Survey Aim**

- To facilitate the involvement of local residents and members of the public

## ○ **Objectives**

- To help understand the characteristics of those events that were perceived to work well and those that did not
- To identify ways in which future events held at the park could be improved

## ○ **Format**

- Survey was on-line
- Survey was open for 1 month (closed on 28<sup>th</sup> August 2015)
- Members of the public could also contribute qualitatively via email (responses circulated to members)
- Supporting web page





## ABOUT THOSE WHO RESPONDED

Number of responses, who responded and where they lived

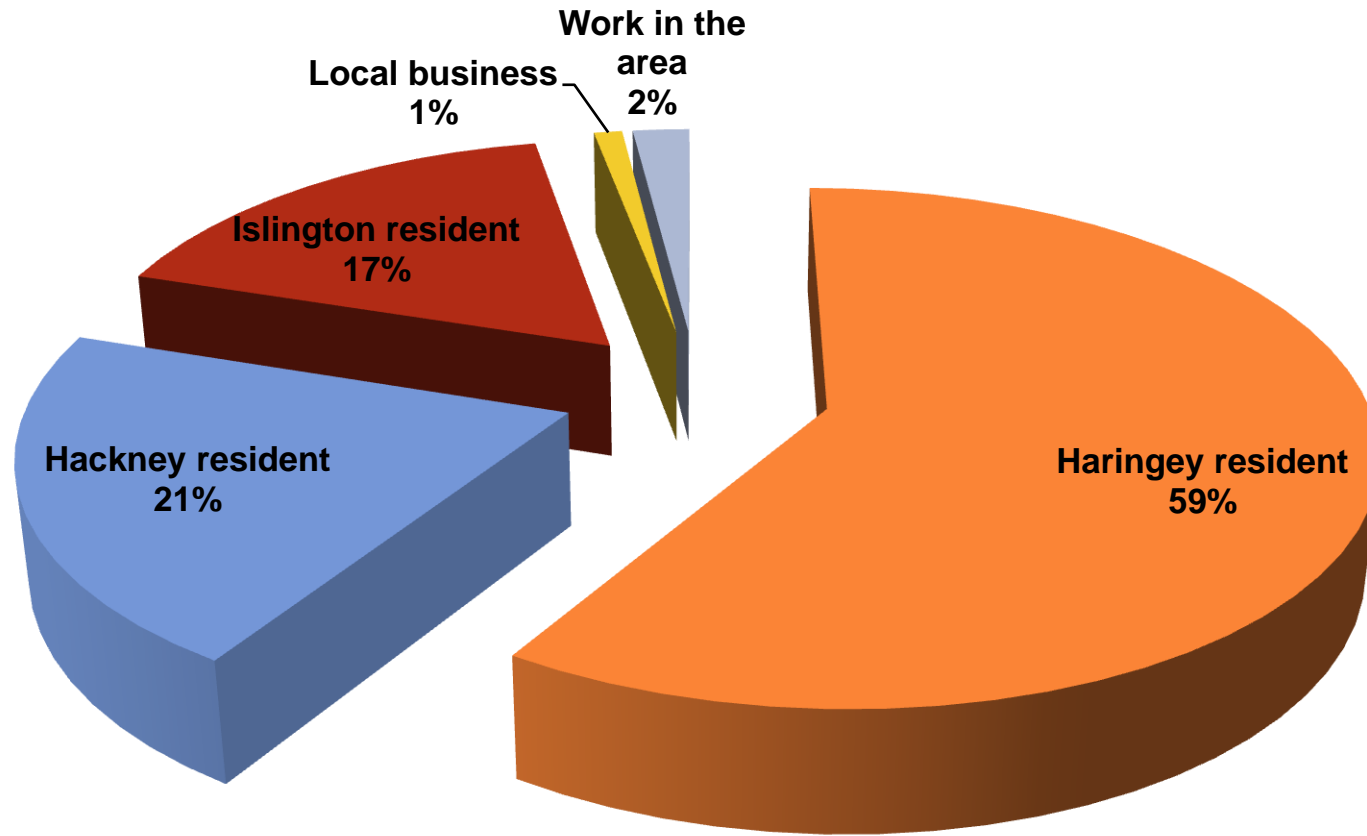
## RESPONSES

- On line survey received **222** completed responses
- In total, **775** individual qualitative responses received to various questions



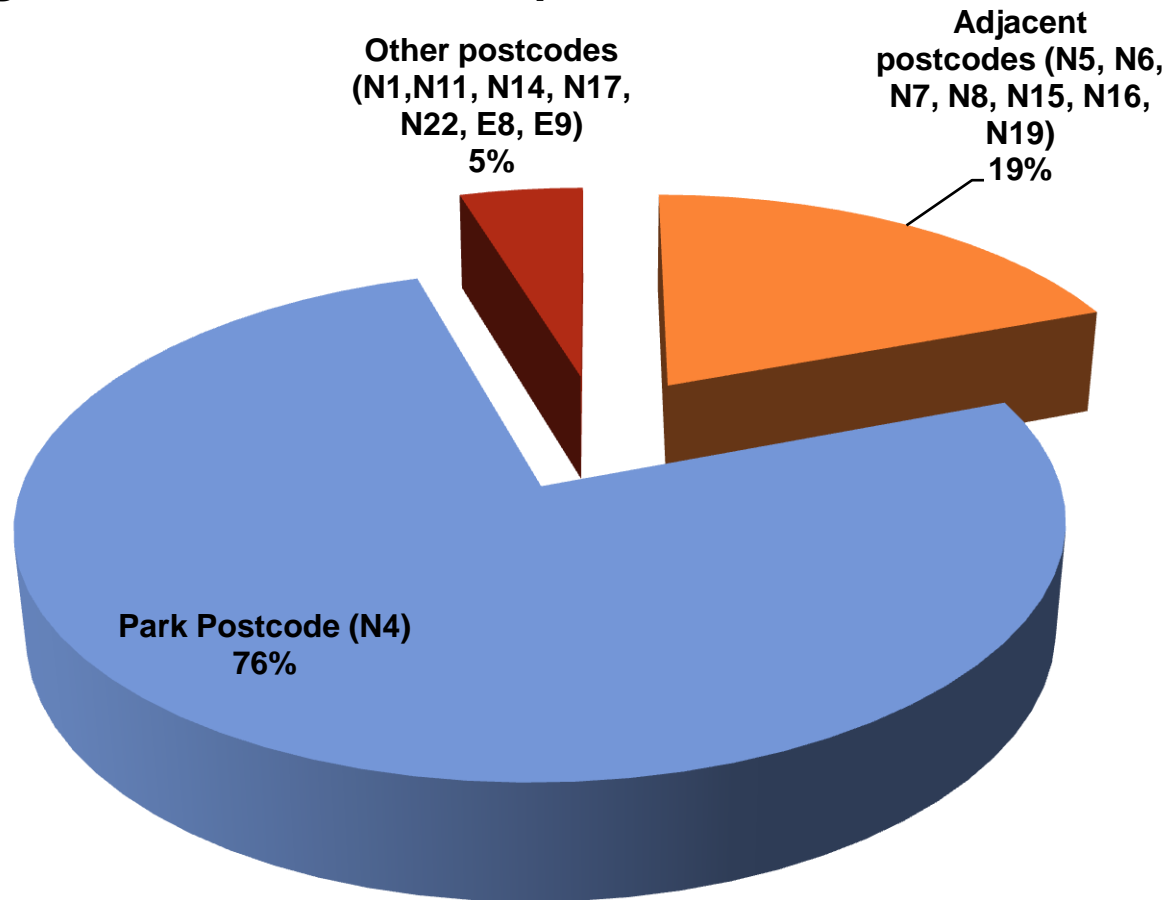
# AREA OF RESIDENCE OF RESPONDENTS

**Figure 1 - About those who responded (total 222).**



# POSTCODE OF RESPONDENTS

**Figure 2 - Postcode of respondents**

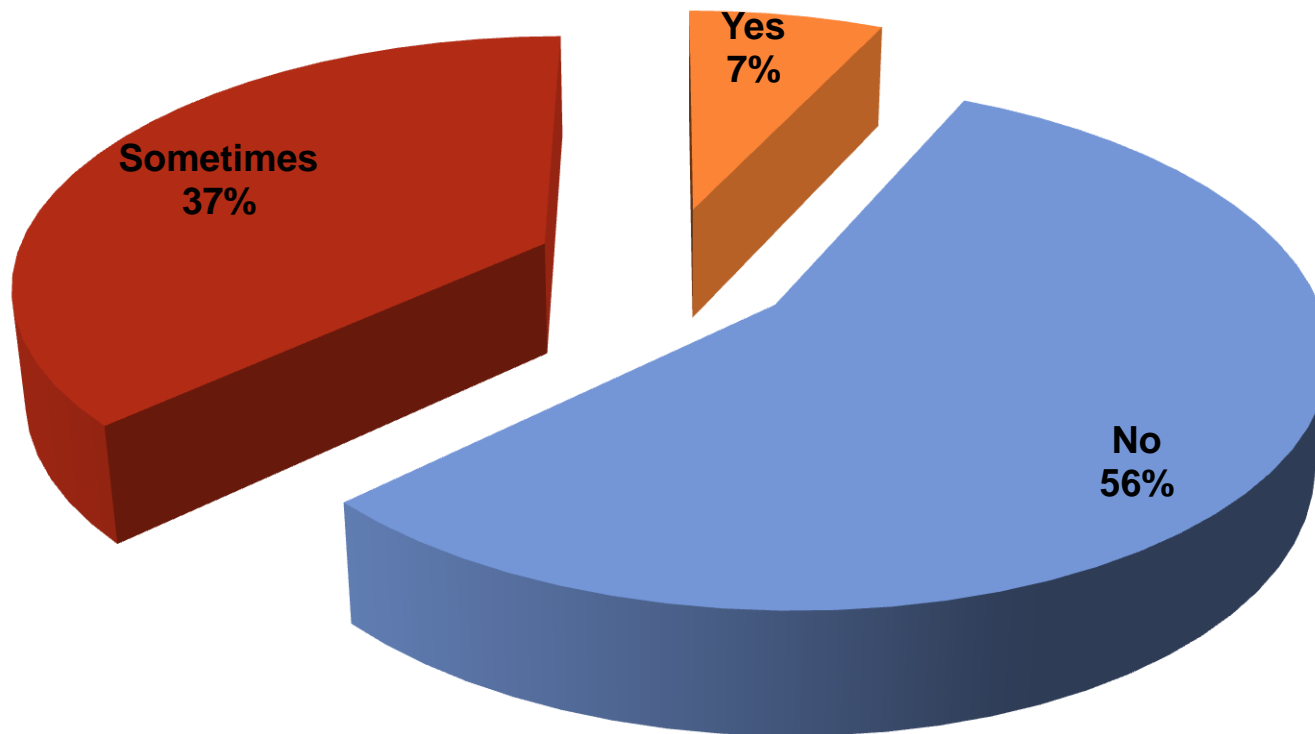


A decorative graphic on the left side of the slide. It features a large orange circle at the top, with several smaller orange circles of varying sizes arranged in a descending pattern below it. To the left of these circles are several vertical lines of different colors, including shades of orange, grey, and white, creating a modern, abstract background element.

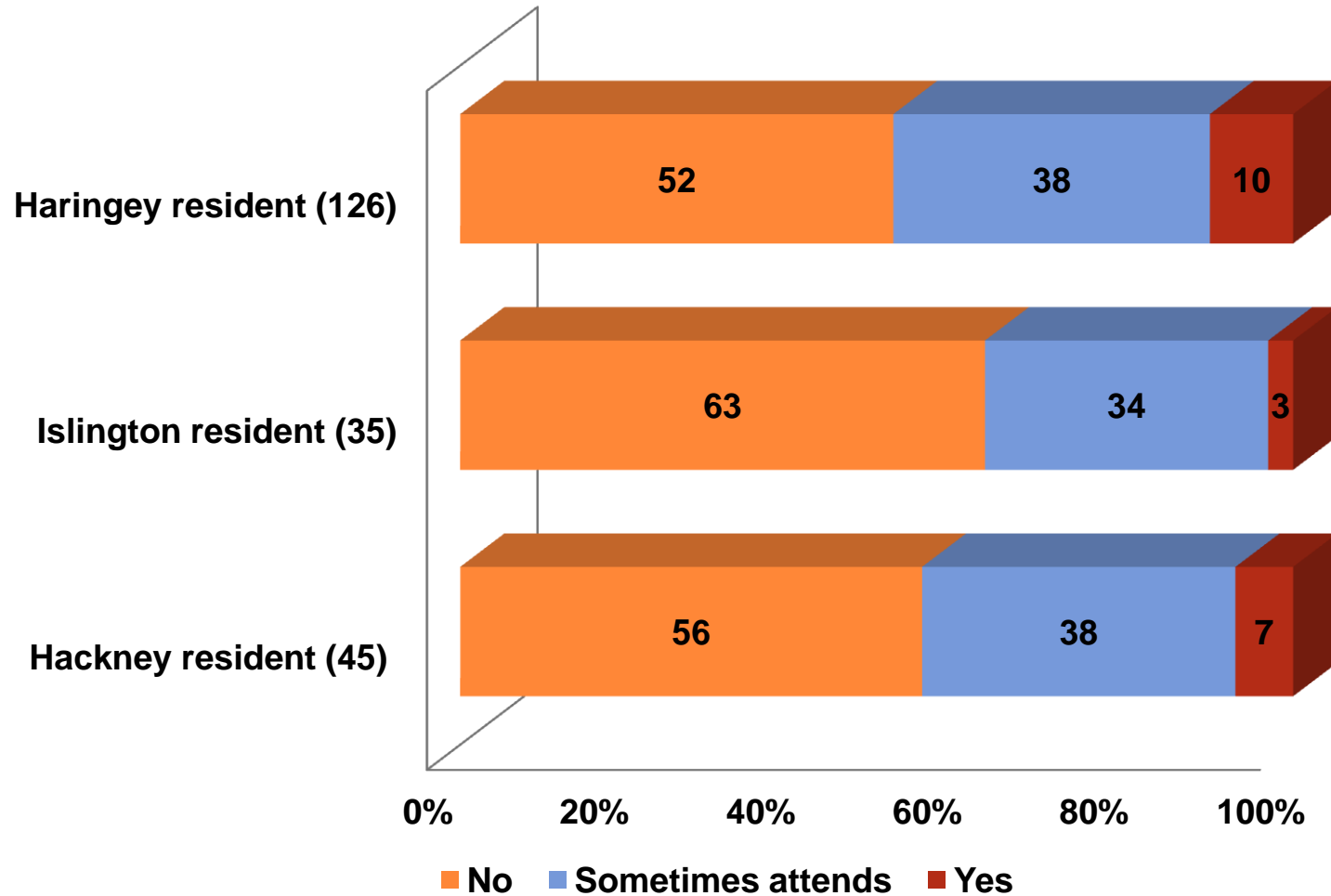
**HAVE YOU ATTENDED AN EVENT AT  
FINSBURY PARK?**

# EVER ATTENDED AN EVENT AT FINSBURY PARK?

**Figure 3 - Have you attended events at Finsbury Park?**



# ATTENDED EVENTS – AREA OF RESIDENCE



# WHY DON'T YOU ATTEND EVENTS AT FINSBURY PARK?

## ○ **Responses**

- 121 qualitative responses

## ○ **Key themes**

- Events not of interest
- Too expensive
- Unaware of events
- Some events are out of control/ feel unsafe
- Events are not pitched at the wider community
- Park should be preserved as a green-space



## NOT INTERESTED IN ATTENDING

- *I have never attended large events as they inevitably involve loud music which I don't like.'*  
(Haringey resident)
- *'Not my thing - they are only ever rock music.'*  
(Haringey resident)
- *'They are not events I have any interest in attending.'* (Haringey resident)



## TOO EXPENSIVE

- *'Can't afford it.'* (Islington resident)
- *'Too expensive.'* (Haringey resident)
- *'Cost of ticket.'* (Haringey resident)
- *'I haven't attended events that I've wanted to go to in Finsbury park this summer because they are incredibly expensive.'* (Haringey resident)
- *'The tickets are very expensive and no residents' discount has been offered.'* (Hackney resident)



## UNAWARE OF EVENTS

- *'I am usually unaware of the events in the park until they start putting up barriers. I only use the Hornsey Tavern Gate entrance....and since it is not a major entrance there is never any advertising. There is never any notification to the local residents of events in the park either.'* (Hackney resident)
- *'I never have a complete list of events and only know the big ones.'* (Haringey resident)
- *'Too expensive and there is little publicity as we're not Haringey residents.'* (Hackney resident)
- *'.... apart from the Wireless event I am not aware of any other events in the park.'* (Haringey resident)



## TOO CROWDED, BUSY OR FEAR OF ASB

- *'Large crowds of people do not appeal to me personally and are not good for an already densely populated area.'* (Haringey resident)
- *'Not to my taste, seem out of control and unsafe.'* (Hackney resident)
- *'These noisy events are too big for the park and better suited for areas that are not so built up. I hate dealing with the crush.'* (Haringey resident)
- *'Too loud and too many people, do not feel safe.'* (Hackney resident)



## NOT PITCHED AT WIDER COMMUNITY

- *'I don't fit the demographic for events like Wireless - over 60s not really catered for.'* (Haringey resident)
- *'Because they all seem to be geared to people in their early 20s, e.g. fun fairs or excessively loud music concerts.'* (Islington resident)
- *'They are not really aimed at families with young children.'* (Haringey resident)
- *'Too noisy and for young people only.'* (Haringey resident)
- *'Almost all events not community based and don't really benefit the local communities in the three boroughs surrounding the park. The big events like Wireless are inappropriate, exclude residents from the amenity and generate noise, anti social behaviour and wreck the infrastructure of the park.'* (Hackney resident)



## PARK SHOULD BE PRESERVED AS GREEN-SPACE

- *'Not my scene. I prefer the park to be a place of peace and quiet and natural beauty in the midst of our urban sprawl.'* (Haringey resident)
- *'Noisy events which take up a lot of time and space are not what I want or expect in a public park.'* (Haringey resident)
- *'I use the parks as an open space in which people can play games, walk and enjoy its natural beauty.'* (Haringey resident)





## WHAT EVENTS HAVE WORKED WELL AND WHY?

Specific events that worked well, characteristics of  
events that worked well

## WHAT EVENTS WORKED WELL

- It was evident that most events held within the park had at least some support among respondents, this included the following:
  - Funfairs, Circus, Cycling, Fleadh, Wireless, Funfair, Gay Pride, Arctic Monkeys, Routemaster, Hidden River Festival, Stone Roses, Bob Dylan, ParkRun
- However, some respondents (n=17) were clear that no events worked well and were an intrusion on the park:
  - *‘None of them.... they were all too noisy disruptive and prevented us from using the park that we pay council tax for.’ (Haringey resident)*



# WHAT EVENTS WORKED WELL – WIRELESS

- *‘Wireless is better than other gigs / music events as there seems to be more concern for the well-being of local residents.’ (Haringey Resident)*
- *‘It was a good idea to keep the road open for cyclists and pedestrians during the time that a lot of the park was out of use.’ (Haringey resident)*
- *‘Wireless - Sound wasn’t much of a problem at all.’ (Haringey resident)*
- *‘The wireless festival: they kept pretty well to rehearsal times and stopped playing at 10.15 at night. I was pleased that the exit to the parkland walk was closed earlier in the day.’ (Haringey resident)*
- *‘Wireless - the whole thing was well managed, disruption kept to an acceptable minimum and overall good for the area.’ (Haringey resident)*
- *‘My personal criterion for success is whether they clear up all litter and rubbish and I think Wireless did this reasonably efficiently.’ (Haringey resident)*



# WHAT WORKED WELL - WIRELESS - BETTER THAN LAST YEAR...

- *'Wireless Festival. Much better than last year in terms of noise control. Good in terms of leafleting re: parking and rubbish schemes.'* (Haringey resident)
- *'Wireless clean up much better than last year and better provision for pedestrians and cyclists.'* (Haringey resident)

# WHAT EVENTS WORKED WELL - ROUTEMASTER

- *'The route-master event is popular, and works well in the space used.'* (Hackney resident)
- *'Celebration of the Route Master. Good atmosphere, family friendly event which did not block off the park to users not wanting to engage with it. I would have been happy to pay for this event but it was free which was a real bonus. Not only were there buses on display but also refreshments stands and stalls. Generally a well thought out event which attracted lots of positive comments locally.'* (Haringey resident)
- *'The Routemaster celebration. Open to all, free, left no mess or damage to the park. Didn't prevent access to any part of the park.'* (Islington resident)
- *'Routemaster Bus Festival 2014 1. Left a very light footprint and it appeared to have only a small impact on the Park's fixtures and fittings.'* (Haringey resident)



## WHAT EVENTS WORKED WELL - CYCLING

- *'Cycling event/route-master event - free entry through the park, no barriers or fences in place, very temporary (1-2 days) and causes only minor inconvenience to regular park users.'* (Haringey resident)
- *'Recent cycling event - small and fun for the kids.'* (Hackney resident)
- *'Sky cycle ride. Very low impact but it was fun.'* (Haringey resident)
- *'Small, low impact, free and inclusive.'* (Hackney resident)



# WHAT WORKED WELL – NEW (HIDDEN) RIVER FESTIVAL

- *‘New River Festival - planned well in advance, community given chance to be involved, diverse, community focussed.’ (Haringey resident)*
- *‘A small local event that worked really well.’ (Hackney resident)*
- *‘Hidden River Festival 2014 - it worked as it was community based with lots of local people attending. It was also family friendly and small scale.’ (Hackney resident)*
- *‘The New River festival (2 years ago) was not too large, family friendly, well run, and not intrusive to those not attending. It was cleared up quickly and efficiently.’ (Haringey resident)*
- *‘Celebration of New River - worked well because it was a small, local event. Lots of stalls, people eating, drinking and listening to music in a relaxed, family atmosphere.’ (Haringey resident)*



## WHAT EVENTS WORKED WELL - FLEADH

- *'The Fleadh!! Small enough to limit the local impact but incredibly good fun. Gay Pride!! As above' (Haringey resident)*
- *Fleadh - appropriate for the size of the park, appealing to a mixed age group, didn't cause too much disruption or damage to the park, didn't take over the park, both in terms of length of set up/take down, and in terms of area occupied.'* (Haringey resident)
- *'Fleadh various years in the 1990-2000s. It lasted only two days, had entrance and exits well organised and the noise outwards was sufficiently muffled to cause little nuisance.'* (Hackney resident)



# WHAT EVENTS WORKED WELL — CIRCUS AND FUNFAIR

- *'Funfair is well organised and managed.'* (Haringey resident)
- *'The circus in the park the last 2 years, particularly this year by the seven sisters road area of the park, it didn't, take up a lot of space, was not causing a noise nuisance in the area or being disruptive for the use of the park, and it doesn't, bring a lot more vehicles in to the park, and the funfair, again it isn't causing excessive noise nuisance, or taking up a lot of space in the park.'* (Haringey resident)
- *'Fun fairs, Cycle events. Low key events with an appropriate number of people. Easily put up and cleared away, not taking up too much space in the park.'* (Haringey resident)
- *'Circus, takes up small section of park, not intrusive.'* (Haringey resident)



# WHAT WORKED WELL – ARCTIC MONKEYS / STONE ROSES

- *'Well contained and good security.'* (Hackney resident)
- *'Arctic Monkeys was great - seemed to be managed well.'* (Haringey resident)
- *'Stone Roses, Arctic Monkeys gig. One or two night events only.'* (Haringey resident)
- *'Stone Roses gigs - started early evening, well managed/good security, only lasted a couple of nights, attendees seemed respectful of the area, the noise levels were acceptable and it finished at a decent time.'* (Haringey resident)
- *'Single day rock concerts such as Arctic Monkeys, Stone roses....bearable as the park was not completely shut down. Barriers went up but they where restricted to the amphitheatre area of the park.... The concert was only a few hours of one day which meant the disruption overall was minimal.'* (Haringey resident)



# CHARACTERISTICS OF SUCCESSFUL EVENTS

- Advance notification
- Continued access to the park for local residents
- Continued cycling route through the park
- Big music festivals
  - Temporary (one or two night events for large concerts)
  - Limited noise impact
  - Well managed – good security
- Events that have a small footprint within the park
- Low impact on park green-space
- Events focused on local community
- Small scale events
- Good post event clean-up operations





## WHAT DIDN'T WORK WELL AND WHY?

Specific events that didn't work well, characteristics of these events

## WHAT EVENTS DIDN'T WORK WELL?

- Responses focused almost exclusively on Wireless...
- Of the 172 qualitative comments provided in response to this question – approximately 125 (75%) mention Wireless as an event that didn't work well in Finsbury Park
- More generally other events that didn't work well were other large concerts..... (e.g. Stone Roses) where residents appeared to experience similar issues
- Minor concerns about funfair – frequency, rubbish and accessibility (cost)



# WHAT DIDN'T WORK WELL – WIRELESS (1)

## ○ Noise

- *'Wireless Totally unacceptable noise intrusion for 4 days with impact on our own experience of leisure time including often being unable to listen to music at home without hearing music from Finsbury Park. Walking near the park - on Green Lanes - the sound levels were extraordinarily high and unacceptable. There had been no attempts to use technology to bring down the noise levels.'* (Haringey resident)
- *'The Wireless festival since it has been in Finsbury park, the very loud thumping repetitive bass music that this event contains and the abusive racist lyrics / language that occurs from artists / DJs at this event.... '* (Haringey resident)
- *'Wireless 2015 Noise seemed much louder than for previous concerts - on Endymion road I couldn't hear my own TV over it. It is a disturbance not just on the days of the event but beforehand and afterwards. And this time on two consecutive weekends. I don't think it's acceptable.... '* (Haringey resident)
- *'There needs to be a lot more effort on noise control.'* (Islington resident)
- *'Its too noisy for too long, its all day and all weekend.'* (Haringey resident)



# WHAT DIDN'T WORK WELL – WIRELESS (2)

## ○ Poor security

- *'Wireless 2015- terrible security, park badly damaged, attracted terrible clientele. Made me feel unsafe in my own home. Drastically under estimated number of people and potential trouble.'* (Hackney resident)
- *'The security was lame at best, demonstrated by the crowds storming the event. Security did nothing to stop a festival goer from opening the gates to a crowd of people. It was simply out of control. I think the security were poorly trained and inexperienced.'* (Haringey resident)
- *'Security of the event was appalling, I saw security staff sitting down and doing nothing. The event organisers and security staff owe it to everyone to create a safe environment.....for those who have bought tickets, those living in the area and those trying to gatecrash the event. There should have been more security staff patrolling around the perimeter fence to stop people climbing over.'* (Haringey resident)
- *'There is no security presence in the spill over to local streets.'* (Haringey resident)
- *'I was told by a few of the security guards/stewards that there had been attempts to push/pull them off the bikes for the bikes to be hi-jacked (mostly during the evenings). They also told me that they had never been as scared in their work as at this particular weekend, having had blades pulled out on them and that there were far fewer police on duty than previous years, apparently because 'Wireless' wanted to keep the policing cost down.'* (Islington resident)
- *'The security was hopeless.'* (Hackney resident)



# WHAT DIDN'T WORK WELL – WIRELESS (3)

## ○ ASB/ lower level criminal activity

- *'Wireless - noisy disruptive and very dangerous - it attracted a crowd of lawless thugs who tried to force their way in and who present a significant danger to other park users local people and property.... '* (Haringey resident)
- 'Wireless is fast becoming a dread for us each year it's getting more violent and more disruptive each year events like that should be held in a field in the middle if no where not in a well used public park. (Haringey Resident)
- 'The Wireless festival resulted in scores of underage drinkers in the area.. (Islington resident)
- 'There was drug paraphernalia in the surrounding streets. (Haringey resident)
- People were openly drug dealing in the grass space between the hoarding and the perimeter fence.' (Hackney resident)
- '.... the lawlessness around the park - there is footage on Youtube of an unruly mob trying to break in; travelling along Seven Sisters Rd several hours after curfew it was like the wild west.' (Haringey resident)
- Personally witnessed a hoard of people trying to scale the barriers. Saw video clip of this which was actually worse than I thought- i.e., male with a knife, security guards and police massively outnumbered, violence used, one girl seriously injured. (Haringey resident)
- 'The attendees came out at night when the event is finished but don't always go home. They wander the area making a lot of noise and continue drinking.' (Hackney resident)



# WHAT DIDN'T WORK WELL – WIRELESS (4)

## ○ Takes up too much of the park

- *'Wireless - outside of the area where fenced-off cycle track was provided, the behaviour and driving standards of contractors was generally very poor. Speeding and hazardous driving was endemic.'* (Haringey resident)
- *'The Wireless "festival" does not work well. It takes up too much of the park with much of the enclosed space given over to catering. The event has now become notorious for public disorder, public nuisance, damaging a Grade II listed park, anti-social behaviour, poor or non-existent egress management.....'* (Hackney resident)

## ○ .....for too long

- *'The set up and take down are also very noisy, starting early and going on until late in the night. Generally I would say this event causes at least 3 weeks of severe disruption to me.'* (Haringey resident)
- *'Wireless 2015: large sections of the park were sectioned off for almost 27 days. This created inconvenience as the park could no longer be easily used as a safe, car-free cut through for cyclists... Whilst the music of the concert did not bother me hugely, I was bothered by the park being severely restricted for 27 days, with a large, forbidding steel fence, just for the sake of 4 days of music. This is completely out of proportion.'* (Haringey resident)
- *'Wireless Festival - Far too noisy, excluded me and my family from a large section of the park for almost 3 weeks over the hottest part of the summer... .'* (Haringey resident)
- *'Wireless Festival caused myself and many people I know to avoid using the park for almost a month, while the barriers and putting up, taking down, were in place. It made the park feel more like a hostile environment than the haven which is usually is to so many people living locally who do not have outside space they can use where they live. Such disruption cannot be justified.'* (Hackney resident)



# WHAT DIDN'T WORK WELL – WIRELESS (5)

## ○ Too large for the park... especially one located in a residential area

- *'Wireless festival - far too many people and their transport packed into a small and already densely populated area. Locals cannot use the park while festival is on. Noise too loud. Park left in bad state.'* (Haringey resident).
- *'The park is just not equipped for this scale of event.'* (Haringey resident)
- *'The Wireless festival is too big for Finsbury Park.'* (Haringey resident)
- *'For me, a resident very near to the park, the noise wasn't the key problem. It was the sheer number of people in and around the station for the whole weekend and the litter, smashed glass, antisocial behaviour and mess that they brought with them. There was a real sense that this area just isn't up to coping with the sheer numbers involved.'* (Haringey resident).
- *'My main issue with Wireless is the size of it in comparison to the park. It is too big and it's not controlled. The other events in the park have been very different. Even though parts of the park have been shut of it has been a minor irritation rather than a terrifying experience.'* (Haringey resident)

## ○ Disruption to local residents...

- *'None of the events are successful for the residents who have to endure the inconvenience of crowds, litter, noise and travel disruption, and including at the recent Wireless event, unpublicised fireworks for which I was unable to prepare my pets for.'* (Haringey resident)
- *'Wireless are too large, too unmanageable, too noisy and cause considerable disruption to park users and the local community.'* (Haringey resident)



# WHAT DIDN'T WORK WELL – WIRELESS (6)

## ○ On site vehicles (safety, speeding)

- *'I was nearly hit by a Live Nation buggy at one point. The two men driving it can round a blind bend at speed. The area by the basketball courts was also dangerous, with blacked out SUV's driving up and down that road at speed. They paid no attention to the 15 MPH limit and the people monitoring that area did nothing about it.'* (Haringey resident)
- *'HGVs in the park are dangerous for cyclists and pedestrians, and cause traffic problems on Endymion and surrounding roads without warning.'* (Haringey resident)
- *'The quad bikes used by 'security' were not sticking to the 10mph limit although I was assured by several, that they had been told the bikes were fixed at a max of 10mph.'* (Islington resident)

## ○ Not enough toilet facilities

- *'..... not enough toilets at wireless event so hundreds of people peeing against the sides- I was there, I saw them- people are paying a lot of money and twice as many portaloos should be provided so that people don't need to queue I had 4 trips to the loo whilst there and probably spent about 45mins or more in total in queues-as I was only there for 5hour max out of my £70 ticket cost- that was about £15 worth of time. No excuse.'* (Haringey resident)
- *'The Wireless festival was poorly organised. It resulted in a lot of people breaking into our private gardens and urinating on them without any wardens to stop them and to point them towards the location of the loos.'* (Hackney resident)



# WHAT DIDN'T WORK WELL — WIRELESS (7)

## ○ Damage to park / State in which the park was returned

- *'I regularly exercise in the park and the level of litter remaining (fragments of glass, cigarette butts etc) is unacceptable and a danger to local residents that wish to use the park throughout the year.'* (Haringey resident)
- *'The grass was ruined.'* (Haringey resident)
- *'The main problem is the failure to clean up properly. There is still broken glass all over the festival location and I still have to pick bits up before sitting down. It used to be somewhere kids could run around barefoot and sit down for a picnic safely.'* (Haringey resident)
- *'Couldn't walk the dog or take the kids onto the grassland for weeks due to 1) the smell of urine that pervaded for a very long time and 2) the "clean up" entailed a mower going across the grass shredding beer glasses so that the actual grassland was full of shards of plastic for months.'* (Haringey resident)
- *'The festival was detrimental to the park in all aspects. I have seen many photos and I am horrified at the unnecessary harm to trees and the open grass areas that was caused.'* (Haringey resident)

## ○ Impact on park users (groups)

- *'I felt sorry for the Parkrun community - about 200 runners who use the park every Saturday morning. I believe they had to cancel their event for 3 consecutive weekends. It would be good if there was a way to allow Parkrunning to continue.'* (Haringey resident)



# WHAT DIDN'T WORK WELL — WIRELESS (8)

## ○ Impact on local transport

- *'The tube station was unusable all weekend.'* (Haringey resident)
- *'...the effect on the local infrastructure. The traffic was terrible in the entire surrounding area on event days, buses were diverted.'* (Haringey resident)

## ○ Parking / traffic management

- *'There were people parked up in my street overnight sleeping in cars and others who had clearly stayed out all night.'* (Hackney resident)
- *'It caused major disruption to the local traffic in the area.'* (Islington resident)
- *'... The Wireless festival produced ridiculous traffic jams in the area with car horns tooting in blocked side roads up until 1am.'* (Islington resident)
- *'... on one night there were traffic jams until the early hours, closed roads, people wandering the streets not knowing how to get home as the tubes had stopped. I had to help two teenage girls who had travelled here from Manchester find a way of getting back to their hotel in Stratford.'*
- *'Shutting the roads after Wireless was a disgrace. None of the stewards were familiar with the area and could tell us how to get from one side of the park to the other, where I live, in a car. I am 6 months pregnant and was told to park (where, exactly?) and walk. The knew the names of none of the main roads in the area, including Stroud Green Road or Fonthill Road. It took me over an hour to complete what should have been a 3 minute drive.'* (Islington resident)
- *'Hackney parking restrictions not in force for event days for Wireless festival. I am disabled resident and disabled bay outside my home and one across the road in continual use as soon as I left home. There was nowhere near to park and as I cannot walk any distance my partner had to take my car down the road to park when I returned home and collect it for me to go out the next time.'* (Hackney resident)



# WHAT DIDN'T WORK WELL – WIRELESS (9)

## ○ **Accessibility of helpline /support / noise team**

- *'I tried to phone the onsite number, but it was not working. Complained to Council on both occasions, but the out of hours number is someone on the end of a phone somewhere else in the country who had never even heard of Finsbury Park.'* (Haringey resident)
- *'Complaints since I am a Hackney resident I am unable to complain to Haringey about any of the noise or issues that affect me during this or any other event. Hackney are unable to take complaints as the festival is held by Haringey the events complaints line was a single person with a mobile phone who sometimes did answer and other times did not. We were also refused reference numbers so there is no way to follow up any of the complaints moving forward.'* (Hackney resident)
- *'Poor response from help-line despite previous nights call.'* (Haringey resident)





## SUGGESTIONS FOR IMPROVEMENT

## OPTIONS TO IMPROVE FUTURE EVENTS

- 192 (87%) respondents chose to respond – indication of depth of wanting to engage to improve future events
- That being said, a fair proportion of these suggestions were ‘*to hold no large scale future events*’

# OPTIONS FOR IMPROVEMENT – DO NOT HOLD LARGE EVENTS

- **Don't hold large events in the park – relocate (multiple responses)**
  - *'They should be relocated in the centre of London and not in a local park where they spoil the use of the park by its many regular users.'* (Haringey resident)
  - *'Hold them in Hyde Park not in a local neighbourhood park which is needed for local people who need it more.'* (Haringey resident)
  - *'Do not hold such events in Finsbury Park. It is not the appropriate location for mass music events. There are other locations - sports and entertainment stadia in particular which are suitable - they are designed for such activities and have all the facilities in place, and cause minimal if any disruption to local communities such as ours in Haringay.... '* (Haringey resident)
  - *'Stop having them. They are horribly disruptive for local residents and increasingly intimidating.'* (Haringey resident)
  - *'I do not want to see any more large events such as the Wireless Festival in Finsbury Park.'* (Haringey resident)



# OPTIONS FOR IMPROVEMENT – TIMING RESTRICTIONS FOR FUTURE EVENTS

- **Quicker set-up and take down**

- *'Quicker set up and take down of major events should be demanded from organisers.'* (Haringey resident)
- *'..... set up/take down should not take up any weekend time.'* (Haringey resident)
- *'Strict future enforcement build up and take down time - finding minimum possible.'* (Haringey resident)

- **Restrict duration of future events**

- *'Events should not be on Sunday nights - I don't mind Friday and Saturday but children have school on Monday and they couldn't sleep for 2 Sunday's as it went on till 10.30pm.'* (Hackney resident)
- *'Events should be restricted to one-weekend only.'* (Haringey resident)
- *'Events not to last longer than 2 days (it's unreasonable to expect residents to put up with such noise levels for any longer than this) music events to be either afternoon events, or evening events, but not both... '* (Haringey resident)
- *'Maximum of two nights for an event.'* (Haringey resident)
- *'They should never be more than 2 consecutive days, and one weekend day should always be event-free..'* (Haringey resident)

- **Restrict times at which future events can perform**

- *'Only have events that last for one day, not a whole weekend. No events midweek. Events should stop around 9.30pm to allow local traffic and other disruption to die down before 11pm, and to allow festival-goers to get home ok... '* (Haringey resident)
- *'Pop concerts should be limited to two days maximum and not start before 5pm on Fridays and mid-day on Saturdays including sound checks. Concerts must finish by 9pm on Sundays.'* (Haringey resident)



# OPTIONS FOR IMPROVEMENT

## IMPROVED SECURITY, POLICING & STEWARDING

- **Improved security and policing**
  - *'More policing (not provided by the Met but by the company organising the music gig).'* (Islington resident)
  - *'Better policing of the park in the lead up to events, so no impromptu "concerts" take place. It should be anticipated that there will be a lot of interest in the park leading up to an event, and if the police don't care/are too busy then the event organisers should pay for security.'* (Islington resident)
  - *'... Larger police presence.'* Hackney resident)
  - *'Way more security staff needed no control over crowds. Way more policing needed, it was clear there was a lot of criminal activity on going.'* (Hackney resident)
- **Improved management of crowds entering and leaving the park**
  - *'People leaving the events is an issue when they disrupt local residents late at night by cutting through local estates making noise, urinating and generally adopting ASB. Crowd management needs reviewing... '* (Islington resident)
  - *'... event organisers to pay for security/policing of the area until the majority of the crowd has dispersed. Organise dispersal similar to that of match day security at the Emirates.'* (Islington resident)
- **Improved stewarding**
  - *'....a much stronger police presence is needed and stewards should be familiar with the area and have a large number of route maps to handout to drivers on the night. Stop the festival goers walking in the roads.'* (Islington resident)



# OPTIONS FOR IMPROVEMENT – NOISE RESTRICTIONS

- **Improved arrangements to monitor and reduce noise**
  - *‘As this is densely packed residential area, the legal noise limit should be lowered, especially on days when people are likely to want to spend time quietly in their gardens.’ (Haringey resident)*
  - *‘.... the noise level to be reduced (currently the bass reverberates throughout the flat, even with all doors and windows closed, and it is impossible to use the garden – and yet apparently this is within the council noise limits).’ (Haringey resident)*
  - *‘.... Wireless this summer was extremely loud - sound checks take no account of wind direction. Usually music levels are fine - Wireless levels were unacceptable.’ (Haringey resident)*
- **Improved transparency about noise levels**
  - *‘Publication of sound levels from sound monitoring (and acceptable / target levels) on notice boards in the park (and web site). This might enable informed discussion about noise to be had in planning for future events.’ (Haringey resident)*



# OPTIONS FOR IMPROVEMENT

## SCALE OF FUTURE EVENTS

- **Reduce maximum capacity for larger events**
  - *'Events should be single stage limited to 30,000 and contained within an agreed demarcated area.... '* (Hackney resident)
  - *'Limited to single days with a much smaller footprint of less than 20,000 people. Only held on a max of three occasions a year.'* (Hackney resident)
- **Hold more smaller events**
  - *'I am happy for there to be a lot of small scale events, but the large ones ruin the park, take too much of the park for too long, ruin my life for the duration of the concert... '* (Haringey resident)
  - *'Only allow small, short duration events which will attract local people.'* (Hackney resident)
- **Fewer large events**
  - *'I disagree with many that no events should take place in Finsbury Park at all. I know it is an income generation issue and the Council must make use of as many assets as possible to raise revenue. However, I feel that the event policy should be revised to decrease the number of events, especially very large events such as Wireless..... Large events cordon off a portion of the park making it unwelcoming and visibility jarring. Additionally the promoters have to wrap Stroud Green School gates and railings in plastic so that rubbish and urine don't get into the schools. This is not what I want for my neighbourhood. Please promote our park for events which have a lower impact on the park and users but can still generate income.'* (Haringey resident)



# OPTIONS FOR IMPROVEMENT – IMPROVED ACCESSIBILITY / CONSULTATION

## ○ **More information about park events**

- *'I also think that the council should have warned the local residents ahead of the summer season, by telling us the date(s) of all events in the park that would mean parts of the park normally open to the public would be temporarily closed, and give a phone number of someone to contact should they have any questions. It's just about transparency and treating residents like adults!'* (Haringey resident)
- *'Sufficient publicity and notification to park users and local residents.'* (Haringey resident)
- *'Better publicity of what is on, as we only get to hear about the dreaded wireless.'* (Haringey resident)

## ○ **More notice to local residents**

- *'At least two months notice to local residents of any events to be held in the park via post to the homes. Over the last two years I have not received a single notice through my door about any events happening in the park.'* (Hackney resident)
- *'We book for concerts a year in advance and for the theatre months in advance. The Haringey website rarely if ever gives much advance warning at all. If these events are to be indicted upon us a really good system of advance warning is required.'* (Hackney resident)

## ○ **.....with Hackney residents**

- *'More consultation with Hackney residents, We feel left out in the cold.'* (Hackney resident)

## ○ **Improved in-event support**

- *'.....when an event is taking place, the Council should have appropriate staffing in place in order to listen to and deal with complaints and there should be sufficient policing in place to ensure the safety of event goers and local residents. This is currently not being done..'*



# OPTIONS FOR IMPROVEMENT – EVENTS INCOME

## ○ Improved transparency - income

- *'Publication of amount of income generated from events and how it is spent in Finsbury Park.'* (Haringey resident)
- *'Revenue generated reinvested into park in transparent and consultative way.'* (Haringey resident)
- *'It should be made clear to all about how much money is raised from each event, and how that money will be spent - in particular, how much will be spent making the park a nicer place to be - and how much will be spent on cleaning up.'* (Haringey resident)
- *'Make the accounts for such events public and transparent - how much of the money from Wireless went to restoring the damage in the park and improving facilities.'* (Islington resident)
- *'...transparency of money receive by the council and profits thereof. Where any money is spent. Information on penalties for promoters failure to meet contract times etc'* (Haringey resident)
- *'There may be greater acceptance of the use of the park for the various events if it was clear that all money generated was reinvested into the park. If the events are simply a revenue generating exercise for the council in general, then I do not believe the disruption and reduced access in anyway are justifiable.'* (Islington resident)

## ○ Need to be convinced that income is sufficient from events to justify

- *'If there was any evidence that the costs of these events did not fall on council costs the people may be more convinced. However there is no evidence that the Council obtains a commercial income or has a contract that requires the events to fix their damage or that income is reinvested back into the park.'* (Haringey resident)
- *'Money from the events should be used to make improvements and these should be advertised so that local residents can better understand what the benefits are.'* (Haringey resident)
- *'MOST importantly, the income from these huge events MUST be put back into our park, it doesn't seem to be at the moment and the park is suffering badly for it.'* (Haringey resident)



# OPTIONS FOR IMPROVEMENT – TRANSPORT

## ○ **Improve parking restrictions**

- *'Implement parking restrictions to protect residents parking.'* (Haringey resident)
- *'If residents' parking zones are to be brought into force over weekends for events then signage needs to be put in place and proper enforcement should take place.'* (Haringey resident)

## ○ **Tube access**

- *'Finsbury Park station too over crowded.'* (Haringey resident)
- *'The wireless festival was a fiasco - visitors could not get to me by public transport for 3/4 days. It was ludicrous.'* (Haringey)

## ○ **Local road restrictions**

- *'Don't close Seven sisters road, allow traffic management gates to be open, keep same parking restrictions as for other events such as football matches. Ban cars from parking, make public transport part of ticket/organisers conditions.'* (Hackney resident)

## ○ **Maintain cycle path**

- *'The cycle route through the park should be maintained along its full length.'* (Haringey resident)

## ○ **Organised transport arrangements**

- *'Not allowing large organised transport i.e. coaches to use local roads as pick up points- house windows open during summer mean lots of noise with people hanging around waiting for their transport.'* (Hackney resident)



# OPTIONS FOR IMPROVEMENT – MINIMISE PARK IMPACT - SUSTAINABILITY

- **Improved clean up post event...**
  - ‘Considerable damage was done to the park an important resource for communities, fencing was down and damaged, trees were harmed. The park is still not in a good state after Wireless. This is unacceptable..’ (Haringey resident)
- **Improved clean up during event...**
  - ‘.....start the cleaning up process immediately and have people cleaning the park during the night. It is unsightly to walk through the park the morning after and see all the debris left behind.’ (Haringey resident)
  - ‘More investment in cleaning up during events and cleaning up and restoration after events, not just in Finsbury Park itself but in every street between all Station exits and Finsbury Park.’ (Haringey resident)
- **Temporary rubbish bins**
  - ‘...with only one litter bin nearby, [event attendees] used our bins. The following week was 'green' only collection and many bins were overflowing by the following week. Could I suggest that more temporary litter bins be placed around the area and that the dustbin collection to also include the 'normal' rubbish bin regardless of whether it's due that week or not.’ (Haringey resident)
- **Ban glass containers within the park**
  - ‘.... ban glass bottles and glasses - I have found literally handfuls of broken glass shards all over the grassy areas where kids play football and people sunbathe when the events happen the wooden fences within the park are closed for a long time either side of the event....’ (Haringey resident)
- **More toilet provision outside the park**
  - ‘Should probably have more urinals outside the enclosures though.’ (Hackney resident)



# OPTIONS FOR IMPROVEMENT – COORDINATION WITH OTHER EVENTS

## ○ With events at Emirates stadium

- *'How much co-ordination is there about avoiding having events at the Emirates Stadium as well as in Finsbury Park? I am not aware of any such conflicts but is this luck or good management? If the former then a good management system with Islington is needed!'* (Hackney resident)
- *'Make sure Finsbury Park events don't happen too close to Emirates events - the local disruption and congestion from those is sometimes as bad as those from F Park events. Having events two weekends in a row from either venue would be too much.'* (Islington resident)

## ○ With other local events

- *'I attended a concert of baroque music and spoken word in a church in Stroud Green which was the highlight of the Stroud Green festival on the same evening as a Finsbury Park event, and it was swamped by waves of sound coming from Finsbury Park. Completely unacceptable. This just highlights how insensitive and inappropriate the holding of such events in the Park is.'* (Haringey resident)



# OPTIONS FOR IMPROVEMENT

## LOCAL BUSINESS INCLUSION

### ○ **Affects local business..... Additional costs**

- ‘Dramatically affects our business. Less customers travel to Finsbury Park. I need more security at the front door which costs us money. So wireless costs....(us).... money (many thousands of pounds) We had no assistance from marshals to patrol the exterior of our building.’ (Local Business)

### ○ **More support local traders – food venues concessions**

- ‘It would be good if the surrounding area were also encouraged to participate, so local businesses could also benefit from the visitors.’ (Haringey resident)



# OPTIONS FOR IMPROVEMENT

## COMMUNITY INCLUSION

### ○ Discounted tickets for local residents

- *'I think cheap tickets should be offered to us local residents affected by events- otherwise I think a good job is done as well as the profits get put back into the parks.'* (Haringey resident)
- *'Introduce a ticket scheme for local residents.'* (Hackney resident)

### ○ Widen range of events on offer

- *'Try a series of evening concerts throughout a week with a varied bill to allow more people to participate, rather than a minority.'* (Haringey resident)

### ○ Include residents in the event...

- *'..... more [events] aimed at local people, with local people getting opportunities like selling the food and drink- Wireless was just a nightmare imposed onto us for the benefit of people from elsewhere, without the local community seeing any benefit.'* (Haringey resident)
- *'Wireless 2015: I think as borough if you are going to allow such a large scale festival to happen you need to ensure that locals are allowed to be involved. One idea would be to work with the promoter and allow local teenagers/young adults to work in exchange of free tickets to the event. Or to give a limited of number of tickets away to people that wouldn't necessarily be able to afford such high ticket prices.'* (Haringey resident)





## OTHER ISSUES

# OTHER ISSUES – FINSBURY PARK AS LOCAL RESOURCE

- Finsbury Park is a precious local resource
  - *‘The Park was given into Haringey's care by the GLC - please care for it - it was a Park for Finsbury - for the benefit of all our lungs... Haringey has successfully applied for Lottery money to develop the Park, please do not trash all that.’* (Haringey resident)

# CONCERNS ABOUT GENERAL STATE OF PARK (VOLUNTEER OPPORTUNITIES)

- *'Finsbury Park needs looking after. Its feeling a bit lawless and litter ridden at the moment. I think there needs to be a better 'park keeper' presence in the park in order to guide and help the park users. The litter situation is also a bit out of control at the moment and needs to be addressed. Happy to organise volunteers to do this.'* (Haringey resident)
- *'The wooden fence that surrounds the park is regularly being broken in places and gaps keep being made in the fence, recently metal gates have been installed near the manager's office and by the railway bridge entrance to the park off Oxford road, n4, it would be more effective to have a metal fence around the park. The park is having graffiti on bins and benches etc which is not getting cleaned off which is affecting the look of the park. Volunteer cleaners would help keep the park cleaner.'* (Haringey resident)
- *'Finsbury Park could do with an overall clean up. The roads and paths could all do with relaying. In the summer there's a lot of rubbish left by the public. The drainage could also be improved: the section by Seven Sister Road where there's a gate and Traffic Light Crossing (near Finsbury Park Tube and Liddl) gets flooded every time there's heavy rain.'* (Haringey resident)
- *'It appears that the money Haringey makes from these events isn't re-invested back into the park. The rubbish bins are often overflowing, the park never seems to be cleaned, like Clissold Park in Hackney. We haven't had flowers in the flower beds for years. Re-invest some of your money into the park, make it a clean, happy environment for your local tax-payers?'* (Islington resident)
- *'I would like more money going back to the park. I have lived backing the parkland walk for 35 years. The park looked very nice years ago, looks neglected now.'* (Haringey resident)



# BALANCE COMMUNITY AND INDIVIDUAL NEEDS

- *'Give us back our park!'* (Haringey resident)
- *'I love the fact that events happen in Finsbury Park. I love to hear the music from my balcony as I like the thought of people in the open air enjoying themselves.'* (Haringey resident)
- *'In a diverse area such as ours, there's inevitably going to be people who want the park quiet, all for themselves. But inevitably there are also going to be people who enjoy outdoor events and what better alternatives are there in a dense city such as ours? The consultation process needs to factor these diverse interests in and find a way of making the events workable. I recognise that it's not all about meeting my person needs, but finding a balance of meeting the needs of a very diverse community.'* (Haringey resident)



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## Terms of Reference – Finsbury Park Events Stakeholder Group

### 1. Introduction

A new extended stakeholder group is being established following the Overview & Scrutiny Committees review of the Cabinet decision of the 17<sup>th</sup> December 2013 to approve the new Outdoor Events Policy for Haringey.

The Stakeholder Group is responsible for the oversight of the implementation of the Outdoor Events Policy within Finsbury Park.

The key roles of the stakeholder group are divided into five main areas:

1. Providing comments on proposed events within the park
2. To review and comment on initial and final draft event management plans for major events.
3. Monitoring the delivery of major events and providing feedback to all event organisers post event.
4. To identify lessons learnt from the annual programme of events and agree recommendations for improvement.
5. To review implementation and propose amendments to the policy annually as set out in the Outdoor Events Policy 2014.

The stakeholder group will specifically focus on:

- Event management arrangements for each major event
- Provisions for non event goers
- Communication and information
- Setup and Takedown periods
- Minimising public nuisance
- Overall Programme
- Lessons Learnt

The stakeholder group will comment on the overall programme and those parts of each major event management plan directly affecting residents, local businesses and park tenants. Comments will be used by Parks Officers to inform either contractual arrangements or inform the view of the Safety Advisory Group (SAG) in relation to licensable activity which is part of an event.

### 2. Function of stakeholder group

The stakeholder group, in commenting and providing input to the individual events, will also have in mind the aims of the outdoor events policy and how they are demonstrated in the delivery of each event.

The stakeholder group shall look to the following aims being achieved:

- Demonstrate best practice in all aspects of event management, including the event application process.
- Ensure that a sustainable number of events are permitted.
- Minimise, mitigate and manage the impact on parks and open spaces and surrounding areas.
- Encourage events that have strong community benefit and engagement and, where necessary, remove barriers.
- Support community event organisers and parks and open space user groups through the development of a streamlined event application process and up-skilling event organisers.
- Improve communication and engagement with residents and business

### **3. Principles and definitions**

The following principles will apply to the stakeholder group:

- The views and input of each stakeholder is of equal value.
- The outdoor events policy will be the reference point for any comments or recommendations.

### **4. Membership**

1. Chair – Cabinet Member for the Environment
2. Friends of Finsbury Park
3. Stroud Green Residents Association
4. Highbury Community Association
5. Ladder Community Safety Partnership
6. Manor House Development Trust
7. Harringay Green Lanes Traders Association
8. Finsbury Park Trust
9. Finsbury Park Tenant Representative
10. Ward Councillor – Stroud Green
11. Ward Councillor – Harringay
12. Haringey Parks & Leisure Services
13. Haringey Licensing Officer
14. Metropolitan Police Service
15. Officer – Hackney
16. Officer – Islington

### **5. Meetings**

Agreed Meeting dates:-

9th April - Live Nation Presentation, SJM written resident briefing  
 3rd June – SJM Debrief, Live Nation final resident briefing

Draft Meeting Dates:-

Early August – Live Nation Debrief

October – Review of 2014 and recommendations for 2015

## **6. Agreed Major Events 2014**

SJM – Arctic Monkeys 23<sup>rd</sup> & 24<sup>th</sup> May.

Live Nation – Wireless Festival 4,5,6<sup>th</sup> July.

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## APPENDIX 2

# RECOMMENDATIONS

No.	Recommendation
1.	<p>The Cabinet Member for Environment is recommended to work with the Council's Communications Team to develop a communication plan providing stakeholders, in Haringey, Hackney and Islington, with greater transparency about how income from events held in Finsbury Park is used. This should include circulating information at the end of September, the end of the event season*, to:</p> <ul style="list-style-type: none"> <li>(a) Confirm how much money is generated from events held in Finsbury Park;</li> <li>(b) Make clear that all income from events is ring fenced back to the parks budget;</li> <li>(c) Identify how local residents, businesses and ward councillors can contribute to decisions on how income from events is spent, including work in other local parks;</li> <li>(d) Provide information on how money from previous years has been spent, including updates on projects and improvements.</li> </ul> <p>(*In view of the timing of this scrutiny report, for 2015, it is recommended that this information is shared with local stakeholders as quickly as possible.)</p>
2.	<p>The Head of Direct Services is recommended to develop a Frequently Asked Questions document for Finsbury Park Events. This should be made available online via the Council's website <a href="http://www.haringey.gov.uk/finsbury-park">http://www.haringey.gov.uk/finsbury-park</a> by the end of December 2015 with consideration given to how this information could be used to develop the communication plan (recommendation 1 above).</p>
3.	<p>To help manage the competing needs and opinions of different stakeholders, including those from neighbouring boroughs, the Cabinet Member for Environment is recommended to review the terms of reference for the Finsbury Park Events Stakeholder Group. This should be completed before the end of December 2015 with consideration given to:</p> <ul style="list-style-type: none"> <li>(a) Setting up two distinct groups – one for local residents and one for local businesses – to ensure feedback from both is used to help with event planning and to address local concerns around major events.</li> <li>(b) A ward councillor from Harringay or Stroud Green being nominated as</li> </ul>

	<p>the Chair.</p> <p>(c) Ensuring fair representation from all the groups participating.</p>
4.	To ensure local stakeholders, including ward councillors and residents, in Haringey, Hackney and Islington, are aware of all the events that take place in Finsbury Park, the majority being community or charity based, the Head of Direct Services is recommended to work with the Assistant Director of Communications, to review how information about future events is shared (electronically or otherwise) to ensure greater awareness of all events.
5.	The Committee welcomes the Council's commitment to review the way in which noise at Finsbury Park is monitored. It is recommended that the independent acoustic consultant's findings and any action to be taken by the Council as a result, be made available to all stakeholders, before the end of December 2015, to make the monitoring process more transparent and better understood.
6.	Moving forward, it is recommended that as part of the process for developing an Event Management Plan further consideration should be given, by the various agencies and event promoters, to the location and design of speakers and stages to help minimise noise disturbance.
7.	The Head of Direct Services and Licensing Team Leader are recommended to work with the Feedback and Information Governance Team to review the process for logging event complaints. There should be one point of contact to: (a) enable appropriate and timely responses from the Council, event promoters and/or other agencies to complaints received from residents in Haringey, Hackney and Islington; (b) enable greater understanding of the issues raised; and (c) ensure lessons can be learnt from the feedback received.
8.	<p>To ensure improvements are made in relation to crowd management, including security and stewarding, it is recommended that the Safety Advisory Group gives consideration to the following issues when advising on future major events:</p> <ul style="list-style-type: none"> <li>(a) The need for all relevant agencies to be in the control room during an event.</li> <li>(b) The security arrangements for both in and outside the park should be reviewed. This should include consideration of increased police resource and importantly the use of more SIA accredited stewards who can work alongside council officers.</li> <li>(c) In addition to stewards receiving appropriate briefings from event promoters stewards should also receive a briefing from council staff to ensure local knowledge / information about the area is passed on.</li> </ul>

## Appendix 2 – Recommendations

	<p>(d) Resources should be set asides to ensure stewards, working in pairs with suitable local knowledge, can provide a visible presence in local side roads, ensuring sign posting to public toilets, public transport and other local facilities.</p> <p>(e) The introduction of a robust three-stage entry system, using the existing site footprint, to improve ingress arrangements minimising the opportunity for anyone to enter the site without a ticket.</p>
9.	The Head of Traffic Management is recommended to review Controlled Parking Zone (CPZ) arrangements to ensure they are appropriate for events held in Finsbury Park with consideration given to CPZ timings being consistent across the three boroughs during events.
10.	As part of the licensing process each event promoter should be asked to submit additional information, as part of their Event Management Plan, to explain how the take down and handover process will be managed and signed off. This should include information concerning the street cleaning (and bin collection) schedule for streets affected across Haringey, Islington and Hackney.
11.	Following the take down, the Head of Direct Services is recommended to develop a recovery action plan. This should: (a) list any damage, recorded as part of the post event site inspection; (b) detail the repair work that's required (with costs); and (c) provide clear dates for the completion of each maintenance task. This information should be shared with stakeholders (making it clear that the cost of any damage is paid for by the event organiser, not the Council).
12.	<p>To limit the impact events in Finsbury Park have on the local community it is recommended that:</p> <p>(a) Summer holidays should continue to be excluded from any major event booking period and importantly Finsbury Park should be returned, and be in full use, before the start of the summer holidays;</p> <p>(b) The number of events (five) and duration (a maximum of three days per event), allowed in the policy, should not be increased any further;</p> <p>(c) Policy implementation should ensure in practice that no more than two successive weekends are used for major events between the end of the May half-term and the start of the summer holiday period, and that no more than two successive weekends are used after the summer holiday period until the end of September;</p>

## Appendix 2 – Recommendations

	<p>(d) Any events held in Finsbury Park during September should be smaller (than the June/July events) with a maximum capacity of 20,000 to ensure better coordination with other events, such as football at the Emirates Stadium;</p> <p>(e) That events held on a Sunday should always finish no later than 10.00pm.</p>
13.	<p>The Committee notes that retailers selling tobacco are obliged to comply with various legislative measures and new national regulations that restrict the display of cigarettes and point of sale advertising of tobacco. With this in mind, and in addition to the licensing process for Finsbury Park, it is recommended that (a) it becomes a condition of hiring the park that any tobacco stalls should be as plain as possible (e.g. no bright colours or lights) to help prevent the promotion of smoking; and that (b) any evidence arising from this year's events in relation to tobacco products be reviewed by the Licensing Team Leader in advance of future events.</p>
14.	<p>The Cabinet Member for Environment is recommended to develop a 3-5 year programme of events for Finsbury Park to enable all stakeholders to better prepare and plan for events.</p>
15.	<p>In developing a 3-5 year events programme for Finsbury Park the Cabinet Member for Environment is recommended to give consideration to:</p> <ul style="list-style-type: none"> <li>(a) Delivering events that reflects the diversity of Haringey's population. This should include providing opportunities for local artists / bands to show case their talent during events held in Finsbury Park.</li> <li>(b) Using the expertise and knowledge from across the council to deliver a mixed and diverse range of events that help the Council to achieve objectives set out in the Corporate Plan.</li> <li>(c) The provision of event space for local community groups, charities and businesses to promote their work during events.</li> <li>(d) Encouraging more members of the public, including community groups and charities, to hold events in the park.</li> <li>(e) Working with event promoters to identify opportunities for work experience and volunteering.</li> <li>(f) Working with event promoters to enable the Council and local Jobcentres to signpost, and help local residents gain skills required, for jobs that become available during events held in Finsbury Park.</li> <li>(g) Working with event promoters to ensure local businesses have</li> </ul>

Appendix 2 – Recommendations

	<p>opportunities to take part in events, e.g. catering, and looking at how the Council can support local businesses overcome any barriers identified.</p> <p>(h) Providing a discounted/lottery ticket scheme for local residents.</p>
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**Report for:** Cabinet 15 December 2015

**Item number:** 8

**Title:** Cabinet response to the Overview and Scrutiny Committee Review of Finsbury Park Events

**Report authorised by:** Stephen McDonnell, Assistant Director of Environmental Services & Community Safety

**Lead Officer:** Simon Farrow, Head of Direct Services (interim), 020 8489 3639, [simon.farrow@haringey.gov.uk](mailto:simon.farrow@haringey.gov.uk)

**Ward(s) affected:** Harringay Ward and Stroud Green Ward

**Report for Key/**

**Non Key Decision:** Key

**1. Describe the issue under consideration**

- 1.1 The report sets out the proposed Cabinet response (attached as Appendix 1 to this report) to the recommendations of the Overview and Scrutiny Committee Review of Finsbury Park Events (attached as Appendix 2 to this report), which was carried out over the summer of 2015.

**2. Cabinet Member Introduction**

- 2.1 The Council welcome the recommendations made by the Overview and Scrutiny Committee, as a positive contribution to addressing the needs of the local community while major events are held in Finsbury Park.
- 2.2 Over the summers of 2014 and 2015 much work was done to address local people's concerns around the organisation and management of these events.
- 2.3 While many acknowledge the improvements in delivery of events, we recognise that there is still plenty to do to ensure residents get the most out of the events and the effects are minimised.
- 2.3 The programme of major events for the summer of 2016 is currently being devised and the actions taken in view of the recommendations made by the Committee will positively contribute to the running of those events.

**3. Recommendations**

- 3.1 Members are asked:

(a) To consider the Overview and Scrutiny Report of Finsbury Park Events (attached as Appendix 2).

(b) To agree the responses to the Overview and Scrutiny report recommendations (attached as Appendix 1).

#### **4. Reasons for decision**

4.1 Haringey's Outdoor Events Policy came into effect in 2014, with subsequent large scale events taking place in Finsbury Park.

4.2 Over the summer of 2015 residents, park users, businesses, stakeholders and partners were invited by the Overview and Scrutiny Committee to have their say on recent major events held in Finsbury Park, to reflect on, learn lessons from, and understand the impact of these events.

4.3 The Panel looked specifically at events held in Finsbury Park over summer and talked to people about planning and organisation; facilities; policing, security and crowd control; noise and complaints; transport, ingress and egress; damage and arrangements for remediation; and community engagement.

4.3 The Overview and Scrutiny Committee have now made a number of recommendations focused on how the Council and partners can improve their management of major events and handle the communication and flow of information around the events which will improve residents' knowledge and perception of when and why the events take place.

#### **5. Alternative options considered**

5.1 The Overview and Scrutiny Committee explored a number of views and opinions from a range of stakeholders to enable the collation of the report and subsequent recommendations.

5.2 The recommendations have been carefully considered. Responses to these have been drawn up to help the Council and its partners improve their management of major events and handle the communication and flow of information around the events, which will ultimately improve residents' knowledge and perception of when and why major events take place.

#### **6. Background information**

6.1 Haringey's Outdoor Events Policy was introduced in 2014, and since then the council has worked closely with statutory bodies, stakeholders and partners to ensure that together we successfully implement the Policy especially in regard to major events taking place within Finsbury Park.

6.2 The Overview and Scrutiny Committee review into Events in Finsbury Park was established:

(a) To understand the impact of recent events held in Finsbury Park to gain a greater understanding of the budget context for parks – including the income

and where this money is spent – and how this is balanced against the impact of local people and businesses.

- (b) To consider the position of Finsbury Park as a major London park contributing to city-wide events.
- (c) To reflect on recent large events that have taken place in Finsbury Park, with particular focus on the following: planning and organisation; facilities; policing, security and crowd control; noise and complaints; transport, ingress and egress; damage and arrangements for remediation; community engagement.
- (d) In light of the above, to make recommendations to the Council and its partners for improvements in the arrangements for future events that are consistent with the aims and objectives of Haringey's Outdoor Events Policy and seek to minimise any potential adverse effects on the park.

6.3 One of the main reasons for carrying out the Scrutiny review was in response to public order concerns, particularly around attempts to break into the site relating to the Wireless Festival in July 2015.

## **7. Contribution to strategic outcomes**

7.1 The recommendations and the responses made will contribute to policy and practice primarily in relation to Priority 3 of the Corporate Plan: 'A clean, well maintained and safe borough where people are proud to live and work'.

7.2 In addition, there are links to the Corporate Plan in relation to:  
Priority 1: 'Enable every child and young person to have the best start in life...'  
Priority 2: 'Enable all adults to live healthy, long and fulfilling lives'  
Priority 4: 'Drive growth and employment from which everyone can benefit'

7.3 The section on tobacco also provides links to Key Priority 2 of Haringey's Health and Wellbeing Strategy in 'Increasing healthy life expectancy'.

7.4 The Medium Term Financial Plan sets out an increase of £600,000 of income during the period up to March 2018. All money raised by events is ring fenced back to the Parks budget to maintain and improve parks in the borough.

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **8.1 Finance and Procurement**

It is expected that implementing the agreed recommendations can be contained within existing budgets. If this subsequently proves not to be the case then funding will need to be identified before the recommended actions can take place.

### **8.2 Legal**

Under Section 9F of the Local Government Act 2000 (“LGA”), Overview and Scrutiny Committee has the power to make reports or recommendations to Cabinet on matters which affect the Council’s area or the inhabitants of its area. Overview and Scrutiny Committee must by notice in writing require Cabinet to consider the report and recommendations.

Under Section 9FE of the LGA, there is a duty on Cabinet to respond to the Report, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.

No specific legal implications arise in relation to the recommendations made and the Cabinet response set out in Appendix 1.

### 8.3 Equality

- (i) The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
  - Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
  - Advance equality of opportunity between people who share those protected characteristics and people who do not;
  - Foster good relations between people who share those characteristics and people who do not.
- (ii) Haringey’s Outdoor Events Policy was agreed by Cabinet in December 2013. An equality screening tool was completed in regard to the proposed policy and that the proposal had no impact on protected characteristics other than religion or belief.
- (iii) The Outdoor Events Policy retains provision that organisations professing a religion or a belief can hire the park like any other group, but they cannot book the park primarily for an act of worship. Whilst this could have the effect of discouraging religious or belief organisations from using the park primarily for an act of worship such as praying, such events could by their nature exclude others from attending the events or using the park more generally. Further, the policy does permit acts of workshop where incidental to the overall event, for example a convention.
- (iv) Park users, in particular groups booking parks for events, are not monitored by protected characteristics. However, there was no evidence put forward during the review to suggest particular groups had experienced any disproportionate impact as a result of events taking place in Finsbury Park. In addition the Outdoor Events Policy aims to promote all events as inclusive to the whole community. For example, events for Friends groups are free while charges to community groups have been reduced.
- (v) To support this, a number of the Scrutiny recommendations have been put forward to help foster good relations, by promoting understanding between people from different groups, by developing a mixed and diverse range of events for Finsbury Park, and by identifying opportunities that help advance equality of opportunity.

## 9. Use of Appendices

- 9.1 Appendix 1 - Responses to the Overview and Scrutiny Committee report recommendations.

**10. Local Government (Access to Information) Act 1985**

- a. Report of Overview and Scrutiny Committee –Finsbury Park Events Scrutiny Project -  
[http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/\\$CoverReportFinsburyParkEventsScrutinyProject2.docx.pdf](http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/$CoverReportFinsburyParkEventsScrutinyProject2.docx.pdf)
- b. Finsbury Park Events Scrutiny Project: Appendix 1, 1a and 1b -  
[http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/\\$Appendix1FinalProjectReportwithAp1aandAp1b.docx.pdf](http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/$Appendix1FinalProjectReportwithAp1aandAp1b.docx.pdf)
- c. Finsbury Park Events Scrutiny Project: Appendix 1c -  
<http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/Appendix1cFinsburyParkEventsScrutinyProject.pdf>
- d. Finsbury Park Events Scrutiny Project: Appendix 1d -  
<http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/Appendix1dTofRFinsburyParkEventsStakeholderGroup2.pdf>
- e. Finsbury Park Events Scrutiny Project: Appendix 2 -  
[http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/\\$Appendix2Recommendations.docx.pdf](http://www.minutes.haringey.gov.uk/Published/C00000128/M00007372/AI00046533/$Appendix2Recommendations.docx.pdf)
- f. Haringey's Outdoor Events Policy -  
<http://www.minutes.haringey.gov.uk/Published/C00000118/M00006442/AI00035723/OEPCLEAREDCOVERINGREPORT.pdf>
- g. Haringey's Health and Wellbeing strategy 2015 – 2018 -  
[http://www.haringey.gov.uk/sites/haringeygovuk/files/final\\_health\\_and\\_wellbeing\\_strategy\\_2015-18\\_0.pdf](http://www.haringey.gov.uk/sites/haringeygovuk/files/final_health_and_wellbeing_strategy_2015-18_0.pdf)





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**Finsbury Park Events Scrutiny Project – Conclusions and recommendations of Overview and Scrutiny Committee, draft responses to recommendations**

	<b>Overall comments on the report</b>		
	The Council welcome this report as a positive contribution to addressing the needs of the local community while major events are held in Finsbury park. The programme of major events for the summer of 2016 is currently being devised and the actions taken in view of the recommendations made by the Committee will positively contribute to the running of those events.		
	<b>Recommendation</b>	<b>Draft response (Agreed / Not agreed / Partially agreed)</b>	<b>Who and when</b>
<b>1</b>	The Cabinet Member for Environment is recommended to work with the Council's Communications Team to develop a communication plan providing stakeholders, in Haringey, Hackney and Islington, with greater transparency about how income from events held in Finsbury Park is used. This should include circulating information at the end of September, the end of event season*, to:	Agreed  We recognise that there is scope for improving communication regarding the positive outcomes of major events, especially across borough boundaries and welcome this recommendation.  It is proposed that an annual report is produced.	Cabinet Member for Environment and Head of Direct Services  End of December
<b>(a)</b>	Confirm how much money is generated from events held in Finsbury Park;	Agreed	
<b>(b)</b>	Make clear that all income from events is ring fenced back to the parks budget;	Agreed	
<b>(c)</b>	Identify how local residents, businesses and ward councillors can contribute to decisions on how income from events is spent, including work in other local parks;	At this point in the year we would be seeking priorities for spend against the following year's income. Will be seeking expressions with (annual report)	
<b>(d)</b>	Provide information on how money from previous years has been spent, including updates on projects	Agreed	

	<p>and improvements.</p> <p>(*In view of the timing of this scrutiny report, for 2015, it is recommended that this information is shared with local stakeholders as quickly as possible.)</p>		
<b>2</b>	<p>The Head of Direct Services is recommended to develop a Frequently Asked Questions document for Finsbury Park Events. This should be made available online via the Council's website <a href="http://www.haringey.gov.uk/finsbury-park">http://www.haringey.gov.uk/finsbury-park</a> by the end of December 2015 with consideration given to how this information could be used to develop the communication plan (recommendation 1 above).</p>	<p>Agreed</p> <p>As above this is a welcome recommendation to improve all aspects of communication around major events.</p>	<p>Head of Direct Services</p> <p>End of December</p>
<b>3</b>	<p>To help manage the competing needs and options of different stakeholders, including those from neighbouring boroughs, the Cabinet Member for Environment is recommended to review the terms of reference for the Finsbury Park Events Stakeholder Group. This should be completed before the end of December 2015 with consideration given to:</p> <p><b>(a)</b> Setting up two distinct groups – one for local residents and one for local business – to ensure feedback from both is used to help with event planning and to address local concerns around major events.</p> <p><b>(b)</b> A ward councillor from Harringay or Stroud Green being nominated as the Chair.</p> <p><b>(c)</b> Ensuring fair representation from all the groups participating.</p>	<p>Agreed</p>	<p>Cabinet Member for Environment and Head of Direct Services</p> <p>End of December</p>

<b>4</b>	To ensure local stakeholders, including ward councillors and residents, in Haringey, Hackney and Islington, are aware of all the events that take place in Finsbury Park, the majority being community or charity based, the Head of Direct Services is recommended to work with the Assistant Director of Communications, to review how information about future events is shared electronically or otherwise) to ensure greater awareness of all events.	<p>Agreed</p> <p>This recommendation is supported and a full 12 month Communication Plan is being developed.</p> <p>This will go live in January each year with regular updates across a variety of media channels.</p>	<p>Events &amp; Partnerships Manager</p> <p>End of December</p>
<b>5</b>	The Committee welcomes the Council's commitment to review the way in which noise at Finsbury Park is monitored. It is recommended that the independent acoustic consultant's findings and any action to be taken by the Council as a result, be made available to all stakeholders, before the end of December 2015, to make the monitoring process more transparent and better understood.	<p>Agreed</p> <p>A public document will be published on the Council's website with recommendations.</p> <p>The full publication of this will be detailed in the Communications Plan.</p>	<p>Licensing Team Leader</p> <p>End of December</p>
<b>6</b>	Moving forward, it is recommended that as part of the process for developing an Event Management Plan further consideration should be given, by the various agencies and event promoters, to the location and design of speakers and stages to help minimise noise disturbance.	<p>Agreed</p> <p>Will be included as part of the Safety Advisory Group discussions.</p>	<p>Licensing Team Leader</p> <p>Ongoing</p>
<b>7</b>	The Head of Direct Services and Licensing Team Leader are recommended to work with the Feedback and Information Governance Team to review the process for logging event complaints. There should be one point of contact to: (a) enable appropriate and timely responses from the Council, event promoters and/or other agencies to complaints received from residents in Haringey, Hackney and Islington; (b) enable greater understanding of the issues raised; and (c) ensure lessons can be learnt from the feedback	<p>Agreed</p>	<p>Head of Direct Services and Licensing Team Leader</p> <p>Easter 2016</p>

	received.		
<b>8</b>	To ensure improvements are made in relation to crowd management, including security and stewarding, it is recommended that the Safety Advisory Group give consideration to the following issues when advising on future events:	Actions a – e will be included as part of the development of the Event Management Plan for each event.	Head of Direct Services and Licensing Team Leader
<b>(a)</b>	The need for all relevant agencies to be in the control room during an event.	Agreed	Ongoing
<b>(b)</b>	The security arrangements for both in and outside the park should be reviewed. This should include consideration of increased police resource and importantly the use of more SIA accredited stewards who can work alongside council officers.	Agreed	
<b>(c)</b>	In addition to stewards receiving appropriate briefings from the event promoters' stewards should also receive a briefing from council staff to ensure local knowledge / information about the area is passed on.	Agreed	
<b>(d)</b>	Resources should be set asides to ensure stewards, working in pairs with suitable local knowledge, can provide a visible presence in local side roads, ensuring sign posting to public toilets, public transport and other local facilities.	Agreed  This item will also be incorporated as a condition of hire of the park.	
<b>(e)</b>	The introduction of a robust three-stage entry system, using the existing site footprint, to improve ingress arrangements minimising the opportunity for anyone to enter the site without a ticket.	Agreed  This will only be appropriate at major events of circa 45,000 attendance.	

<b>9</b>	The Head of Traffic Management is recommended to review Controlled Parking Zone (CPZ) arrangements to ensure they are appropriate for events held in Finsbury Park with consideration given to CPZ timings being consistent across the three boroughs during events.	Agreed  Any recommendation to be implemented prior to first major event in 2016.	Head of Traffic Management  June 2016
<b>10</b>	As part of the licensing process each event promoter should be asked to submit additional information, as part of their Event Management Plan, to explain how the take down and handover process will be managed and signed off. This should include information concerning the street cleaning (and bin collection) schedule for streets affected across Haringey, Islington and Hackney.	Agreed  The street cleaning arrangements are currently split between four organisations. Consideration is currently being given to simplify this to one provider.	Head of Direct Services and Licensing Team Leader  Ongoing
<b>11</b>	Following the take down, the Head of Direct Services is recommended to develop a recovery action plan. This should: (a) list any damage, recorded as part of the post event site inspection; (b) detail the repair work that's required (with costs); and (c) provide clear dates for the completion of each maintenance task. This information should be shared with stakeholders (making it clear that the cost of any damage is paid for by the event organiser, not the Council).	Agreed  This will form part of the Communications Plan each year.	Head of Direct Services  Following each major event
<b>12</b>	To limit the impact events in Finsbury Park have on the local community it is recommended that:		
<b>(a)</b>	Summer holidays should continue to be excluded from any major event booking period and importantly Finsbury Park should be returned, and be in full use, before the start of the summer holidays;	Agreed  Contained within the current Outdoor Events Policy.	
<b>(b)</b>	The number of events (five) and duration (a maximum of three days per event), allowed in the policy, should	Agreed	

	not be increased any further;	Contained within the current Outdoor Events Policy.	
<b>(c)</b>	Policy implementation should ensure in practice that no more than two successive weekends are used for major events between the end of the May half-term and the start of the summer holiday period, and that no more than two successive weekends are used after the summer holiday period until the end of September;	Agreed  This will be included in our booking process.	Head of Direct Services
<b>(d)</b>	Any events held in Finsbury Park during September should be smaller (than the June/July events) with a maximum capacity of 20,000 to ensure better coordination with other events, such as football at the Emirates Stadium;	Agreed  Events have taken place on this scale previously when there has been a home match at The Emirates with no major issues for public transport network.	Head of Direct Services
<b>(e)</b>	That events held on a Sunday should always finish no later than 10.00pm.	Agreed  Contained within the current Outdoor Events Policy.	
<b>13</b>	The Committee notes that retailers selling tobacco are obliged to comply with various legislative measures and new national regulations that restrict the display of cigarettes and point of sale advertising to tobacco. With this in mind, and in addition to the licensing process for Finsbury Park, it is recommended that (a) it becomes a condition of hiring the park that any tobacco stalls should be as plain as possible (e.g. no bright colours or lights) to help prevent the promotion of smoking; and that (b) any evidence arising from this year's events in relation to tobacco products be	Agreed  Will be made a condition of hire of the park for 2016.  Evidence will be reviewed.	Head of Direct Services and Licensing Team Leader

	reviewed by the Licensing Team Leader in advance of future events.		
<b>14</b>	The Cabinet member for Environment is recommended to develop a 3-5 year programme of events for Finsbury Park to enable all stakeholders to better prepare and plan for events.	Agreed  Will work towards this to commence in 2017.	Cabinet Member for Environment and Head of Direct Services
<b>15</b>	In developing a 3-5 year events programme for Finsbury Park the Cabinet Member for Environment is recommended to give consideration to:	Agreed	Head of Direct Services  Ongoing
<b>(a)</b>	Delivering events that reflects the diversity of Haringey's population. This should include providing opportunities for local artists / bands to show case their talent during events held in Finsbury Park.	The hire of the park is subject to market demands particularly for major events. Therefore diversity must be considered across the commercial, charity and community events held across all parks.	
<b>(b)</b>	Using the expertise and knowledge from across the council to deliver a mixed and diverse range of events that help the Council to achieve objectives set out in the Corporate Plan.	Officers from across the council will work together to deliver this.	
<b>(c)</b>	The provision of event space for local community groups, charities and businesses to promote their work during events.	Where possible each major event will include opportunities for this to take place.	
<b>(d)</b>	Encouraging more members of the public, including community groups and charities, to hold events in the park.	Council has a Community Events Project as part of the Priority 3 Programme. This will support the delivery of this recommendation.	
<b>(e)</b>	Working with event promoters to identify opportunities for work experience and volunteering.	The key to this is the early agreement of events and the 3 – 5 year programme.	
<b>(f)</b>	Working with event promoters to enable the Council	As above.	

	and local Jobcenters to signpost, and help local residents gain skills required, for jobs that become available during events held in Finsbury Park.		
<b>(g)</b>	Working with event promoters to ensure local businesses have opportunities to take part in events, e.g. catering, and looking at how the Council can support local businesses overcome any barriers identified.	As above.	
<b>(h)</b>	Providing a discounted/lottery ticket scheme for local residents.	The delivery of this will be developed in conjunction with the event organisers and will vary dependent on the particular audience profile for individual events.	

**Report for:** Cabinet 15 December 2015

**Item number:** 9

**Title:** Scrutiny Review of Council led development

**Report**

**authorised by:** Bernie Ryan - Assistant Director - Corporate Governance

**Lead Officer:** Martin Bradford, Policy Officer Tel: 020 8489 6950, email [martin.bradford@haringey.gov.uk](mailto:martin.bradford@haringey.gov.uk)

**Ward(s) affected:** ALL

**Report for Key/**

**Non Key Decision:** N/A

**1. Describe the issue under consideration**

1.1 Under the agreed terms of reference, scrutiny panels can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and can make recommendations for service development or improvement. The panels may:

- Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
- Conduct research to assist in specific investigations. This may involve surveys, focus groups, public meetings and/or site visits;
- Make reports and recommendations, on issues affecting the authority's area, to Full Council, its Committees or Sub-Committees, the Executive, or to other appropriate external bodies.

1.2 In this context, the Housing & Regeneration Scrutiny Panel (HRSP) conducted a review of the Council role in housing development, specifically to identify:

- Legal and financial instruments available to the council to further support its house building ambitions
- What could be learnt from other Local Authorities who had already embarked on their own house building programmes.

1.3 The panel commenced work in December 2014 and within its plan of work held a number of evidence gathering sessions with Council officers and other local authorities.

1.4 The final report, attached at **Appendix 1**, details the conclusions and recommendations of the HRSP.

**2. Cabinet Member Introduction**

N/A

### 3. Recommendations

#### 3.1 That the Cabinet :

- (a) Note the Council Led Development final report, attached at **Appendix 1**; and:
- (b) Note the recommendations contained in the final report.

### 4. Reasons for decision

- 4.1 The evidence behind the Panels' recommendations is outlined in the main body of the report (**Appendix 1**).

### 5. Alternative options considered

- 5.1 This issue was selected for scrutiny investigation

### 6. Background information

- 6.1 Reform of the Housing Revenue Account (HRA) devolved new responsibilities to Local Authorities and provided greater flexibility in the management of local social housing stock. Key aspects of the new 'self-financing' HRA framework included:
  - The transfer (or repayment) of debt to stock owning Local Authorities (and now bear interest rate and inflation risks);
  - Local Authorities to retain all rental income from housing stock;
  - Greater flexibility to borrow against these assets, including the finance of new build.
- 6.2 The amount which local authorities can borrow to finance new build, the 'headroom' in the HRA account, is prescribed centrally through the Department of Communities and Local Government (DCLG). The borrowing caps set by the DCLG have on the whole been restrictive, with around half of all authorities able to borrow £10million or less, which at 2014 rates would only be sufficient to build 80-90 houses, <sup>1</sup> (though with the recent increases in associated build costs this figure could now be substantially lower).
- 6.3 The desire to build new houses from within the borrowing cap has of course to be balanced against other housing needs within the HRA for example, the maintenance of existing stock to Decent Homes Standard. So given this, and the high levels of housing need, many Local Authorities have sought alternative models of finance and capital investment outside the HRA framework to support their home-building ambitions.
- 6.4 In Haringey, once existing borrowing is taken into account, the council has headroom borrowing of approximately £56million. The Council is using part of this borrowing capacity, together with income from other sources (e.g. Right-to-Buy), to fund a £28million local house building programme (Phase 1 Estate Regeneration and Infill Strategy) which will see the delivery of approximately 100 new homes. If the Council is to take a more active role in housing delivery

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<sup>1</sup> Where is housing heading? Why is it important to change local authority borrowing rules? Chartered Institute of Housing *July 2014*

to help meet local demand however, it is clear that additional sources of finance will need to be sought to fund such ambitions.

- 6.5 In the context of the above, the HRSP undertook an in-depth review to assess what additional legal and financial instruments were available that could further assist the Council in its own house build ambitions. In addition, the panel also sought to assess what could be learnt from other council house building programmes in other local authorities that could inform policy and practice here in Haringey.
- 6.6 In undertaking this review, the panel sought to address the following questions:
- What funding mechanisms have been used to support council-led development?
  - To what extent have the availability of land and land values impacted on council led development?
  - How has the availability of internal knowledge, skills and experience impacted on council-led development?
  - How are council ambitions for delivering mixed communities achieved or supported through Council led development?
  - How have council led programmes sought to restrict Right-to-Buy options within council led development?
  - An increased role for the Council in housing development, naturally brings greater risks, how are these managed?
- 6.7 The panel collected evidence from council officers and other local authorities and have formed 14 recommendations which are detailed in the full report in Appendix A.

## 7. Contribution to strategic outcomes

- 7.1 The review will contribute to Priority 4 of the Council's corporate plan

*'Create homes and communities where people choose to live and are able to thrive - Achieve a step change in the number of new homes being built.'*

## 8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

### Finance and Procurement

The ability of the Council to undertake significant New Build is presently constrained by factors such as the HRA borrowing cap, the limitations to the use of Right to Buy monies and forced reductions in rent levels by Central Government. This report correctly identifies many of the issues faced by the Council.

Many of the recommendations cover existing work areas or will be picked up by future work plans and thus have no additional cost to the Council. If there is a cost to the recommendations that are agreed then funding will need to be identified before actions can proceed.

The legislative environment with regard to Housing is continually evolving and this makes it very difficult to plan a future programme. In considering the recommendations of this report, it will be necessary to consider the risks posed by the possibility of further changes in legislation.”

## **Legal**

The Assistant Director for Corporate Governance has been consulted on the content of this report. The recommendations raise no particular legal issues although legal advice must be obtained when elements of the recommendations are implemented as certain statutory provisions may need to be looked at to ascertain the Council's powers and reduce the risk to the Council.

## **Equality**

The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

From the work of the Housing & Regeneration Scrutiny Panel it was apparent that the current housing market is not delivering the quantum or type of housing required to meet housing needs, particularly affordable housing. In this context, the panel have recommended that local authorities may have to adopt an enabling role to further increase the supply of affordable housing, and increasing the supply of local affordable housing may help the Council respond to those needs of those equalities groups who may have specific housing needs (e.g. disabled, older people).

This review has looked at the role of the Council as house developer, and noted that it has recently embarked upon Phase 1 of a programme estate regeneration and infill which will see the development of approximately 30 new homes by 2017, most of which will be at target social rent and available to those in most housing need.

The report has also highlighted the approaches taken by other authorities to restrict Right to Buy and therefore prevent the loss of social housing stock within planned new development. Such approaches, if adopted locally, may help the Council to retain local social housing stock and better respond to local housing needs.

This review has focussed on the role of the council as a generic developer of homes with ambitions to increase the quantum of affordable housing and the specific impact on equalities groups has not been assessed. If

recommendations are agreed however, further analysis may be necessary e.g. how resulting tenures impact on equalities groups.

The report contains a specific recommendation concerning the need for ongoing consultation in respect of estate regeneration, which if agreed, would enable the views of local equalities groups to be fully canvassed and incorporated into local development plans.

**9. Use of Appendices**

N/A

**10. Local Government (Access to Information) Act 1985**

a) The Elphicke-House report: from statutory provider to housing delivery enabler: review into the local authority role in housing supply

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# **APPENDIX 1**

## **Scrutiny Project Council Led Development**

A projects by the Housing and Regeneration Scrutiny Panel

2014/15

<b>Panel Membership</b>	Cllr Charles Adje (Chair)
	Cllr John Bevan
	Cllr Vincent Carroll
	Cllr Isidoros Diakides
	Cllr Gail Engert
	Cllr Sarah Elliott
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# CHAIR'S FOREWORD

The Housing & Regeneration Scrutiny Panel (2014/15) review of the Council's role in housing development sought to identify 'What legal and financial instruments were available to the council to support its house building ambitions' and 'What could be learned from other Local Authorities' who can obviously be described as pioneers as they have already embarked on their own house building programmes.

Some Panel members attended a number of seminars to further understand how Councils are developing their approach to Council housing building. The Panel obtained evidence from senior housing officers, assistant directors of regeneration and housing from those councils that have already built and now managing their own Council led development or in partnership with others.

The Panel members were impressed with the various financial models that some Councils had adopted, with a mixture of funding from Europe and investment partnerships with a Pension Fund and various development vehicle models.

The recommendations are intended to ensure that the Council doesn't have to reinvent the wheel and can learn from the other Council's that are already at the forefront of Council led developments.

My thanks and appreciation go to the Panel members and the officers both within and especially those from outside Haringey who took the time to attend the Panel meetings to provide us with evidence and to share their experience.

I hope the Cabinet and officers find our recommendations of help when developing Haringey's Housing Council led development.

**Cllr Charles Adje**  
**Chair, Housing & Regeneration Scrutiny Panel (2014/15)**

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# INTRODUCTION

- 1.1 Under the agreed terms of reference, scrutiny panels can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and make recommendations for service development or improvement.
- 1.2 In this context, the Housing & Regeneration Scrutiny Panel (2014/15) conducted a review of the Council role in housing development, specifically to identify:
  - (i) What legal and financial instruments were available to the council to support its house building ambitions?
  - (ii) What could be learnt from other Local Authorities who had already embarked on their own house building programmes?
- 1.3 The panel commenced work in December 2014 and within its plan of work held a number of evidence gathering sessions with Council officers and other local authorities.
- 1.4 This final report which details the work of the panel and the conclusions and recommendations it has reached. It is hoped that the conclusions and recommendation detailed within this report, if agreed, will further support the ambitions of the council in the provision of social housing.

# Background

- 2.1 Reform of the Housing Revenue Account (HRA) devolved new responsibilities to Local Authorities and provided greater flexibility in the management of local social housing stock. Key aspects of the new 'self-financing' HRA framework included:
- The transfer (or repayment) of debt to stock owning Local Authorities (who now bear interest rate and inflation risks);
  - Local Authorities to retain all rental income from housing stock;
  - Local Authorities to have greater flexibility to borrow against these assets, including the finance of new build.
- 2.2 The amount which local authorities can borrow to finance new build, the 'headroom' in the HRA account, is prescribed centrally through the Department of Communities and Local Government (DCLG). The borrowing caps set by the DCLG have on the whole been restrictive, with around half of all authorities able to borrow £10million or less, which at 2014 rates would only be sufficient to build 80-90 houses<sup>1</sup> (though with the recent increases in building costs, as detailed in 4.34, this figure could now be substantially lower).
- 2.3 The desire to build new houses from within the borrowing cap has of course to be balanced against other housing needs within the HRA for example, the maintenance of existing stock to Decent Homes Standard. So given this, and the high levels of housing need, many Local Authorities have sought alternative models of finance and capital investment outside the HRA framework to support their home-building ambitions.
- 2.4 In Haringey, once existing borrowing is taken into account, the council has headroom borrowing of approximately £56million. The Council is using part of this borrowing capacity, together with income from other sources (e.g. Right-to-Buy), to fund a £28million local house building programme (Phase 1 Estate Regeneration and Infill Strategy) which will see the delivery of approximately 100 new homes. If the Council is to take a more active role in housing delivery to help meet local demand however, it is clear that additional sources of finance will need to be sought to fund such ambitions.

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<sup>1</sup> Where is housing heading? Why is it important to change local authority borrowing rules? Chartered Institute of Housing *July 2014*

# Aims, objectives and methods

- 3.1 In the context of the above, the panel undertook an in-depth review to assess what additional legal and financial instruments were available that could further assist the Council in its own house build ambitions. In addition, the panel also sought to assess what could be learnt from other council house building programmes in other local authorities that could inform policy and practice here in Haringey.
- 3.2 Within this overarching aim, the panel sought to address a number of the following key questions.
- What funding mechanisms have been used to support council-led development?
  - To what extent have the availability of land and land values impacted on council led development?
  - How has the availability of internal knowledge, skills and experience impacted on council-led development?
  - How are council ambitions for delivering mixed communities achieved or supported through Council led development?
  - How have council led programmes sought to restrict Right-to-Buy options within council led development?
  - An increased role for the Council in housing development, naturally brings greater risks, how are these managed?
- 3.3 A range of information gathering methods were employed to ensure that the panel had access to the necessary evidence to assist it in its investigation, which included:
- Evidence gathering sessions (with Council officers and local authorities);
  - Attendance at specialist housing conferences;
  - Formal panel meetings (to coordinate, plan and monitor work).
- 3.4 Evidence to assist the panel in the project objectives was primarily taken at four evidence gathering sessions which were as set out below:

Evidence gathering session	Key Aims & objectives	Informants
1.	<ul style="list-style-type: none"> <li>▪ Local policy &amp; practice</li> </ul>	<ul style="list-style-type: none"> <li>▪ Planning Service, LBH</li> <li>▪ Finance, LBH</li> <li>▪ Legal, LBH</li> <li>▪ Housing Regeneration, LBH</li> </ul>
2, 3 & 4	<ul style="list-style-type: none"> <li>▪ Comparative policy &amp; practice</li> </ul>	<ul style="list-style-type: none"> <li>▪ London Boroughs of: Barking &amp; Dagenham, Ealing, Enfield, Hackney, Newham &amp; Sutton.</li> </ul>

# Conclusions and Recommendations

- 4.1 The panel undertook an assessment of the evidence and formed the following conclusions and recommendations.

## *Council development strategy*

- 4.2 In the context of ongoing squeeze on local government finance, a diminishing central grant and greater reliance on localised income, evidence received within the review would suggest that the **retention of the Council's assets** should underpin the Council's housing development strategy. Within this approach, the Council would be able to maintain its **strategic position to influence the local housing market** as well as maintaining and developing options to increase **long term income streams**.
- 4.3 Evidence received from other authorities strongly backed such an approach and many had adopted this within their own development programmes. In a neighbouring borough, the panel noted that all private sales were on a leasehold basis, as the retention of the freehold presented opportunities for future income generation. But perhaps most compelling of all was the evidence from an authority with many years house building experience, where it was noted that in the early years of this programme, freeholds were released which in hindsight diminished the role and future influence of the Council.

## **Recommendation 1**

**Within the Council led development strategy, where possible the Council should seek to retain its assets (including freeholds) to maintain its strategic influence in the local housing market and maintain the possibility of developing future income streams. That in respect of those properties deemed 'uneconomic' to repair, where possible that these are demolished and rebuilt as part of a wider infill programme.**

## *Challenges for council-led development*

- 4.4 Evidence from local authorities indicated that councils face a number of distinct challenges in embarking on their own build programmes. These included:
- a) The availability of land suitable for housing development;
  - b) The value of land available and possible housing options this presents;
  - c) Borrowing limitations set within the HRA (borrowing cap);
  - d) Financial tensions between maintaining the existing housing stock (decent homes) and ambitions to deliver new housing stock;
  - e) The loss of housing stock, even new build, through existing and new Right-to-Buy regulations;

f) Lack of in-house experience, skills, and expertise to support council delivery programmes.

- 4.5 Whilst accepting that there will be local variations, it is clear that a local housing development strategy should seek to resolve the above challenges within their own house-building programmes.

*Increasing role for the Council in housing development*

- 4.6 Despite the challenges listed above, it was apparent that some local authorities were taking an active role in housing delivery to meet local housing needs. Among those boroughs that gave evidence, there was widespread recognition that the current operation of the **housing market was dysfunctional** in that it was not delivering the quantum, type or quality of housing required to respond to local housing needs. In particular, there was concern that the housing market as it currently operated was not delivering:

(i) The quantum of housing needed to fulfil targets set within the **London Housing Plan** (Mayor);

(ii) The number of **affordable housing units** which were most urgently needed in London.

- 4.7 Further evidence of the need for councils to adopt a more active role in housing delivery was cited in the attitude of developers to particular aspects of local housing development. London boroughs participating in this review noted that it was **difficult to obtain developer interest** in a number of potential development opportunities:

(i) In-fill developments where a small number of units may be distributed across a wide area;

(ii) Estate renewal where there was little or no scope for additional development or where it was uneconomic to do so (e.g. site clearance issues).

- 4.8 Evidence presented to the panel indicated that some local authorities were adopting a proactive position in local housing delivery to respond to areas of market failure and meet local challenges and expectations. A number of authorities indicated that they were playing **an active role in land assembly** and land preparation for development, which included:

- Land clearance – e.g. decontamination of land, particularly Brownfield or old industrial sites;
- Consolidating ownership to de-risk potential sites – e.g. use of Compulsory Purchase Orders
- Land acquisition (and assembly) in development opportunity areas.

- 4.9 From submissions received from other local authorities, it was noted that such active land-assembly policies had generally helped to increase interest from potential developers. With **greater number of developers** interested in such sites, local authorities noted that this strengthened the negotiating position of the council within procurement and contracting processes and helped maximise the outputs from individual sites (e.g. in proportion of affordable homes, quality of build).

- 4.10 In discussions with local authorities, it was noted that **stalled development sites** could also present a significant issue, particularly where these occurred in key development opportunity sites. In this context, there was evidence that authorities were taking an active role by offering to buy off-plan from developers to provide necessary cash injection to stimulate and reinvigorate development.
- 4.11 Further evidence for Councils to take a more strategic role in housing delivery is provided through the Elphicke House Report.<sup>2</sup> This national investigation into the current and future role of local authorities in housing delivery, strongly recommended that local authorities undertake a step change from their current role as statutory provider to more strategic role as **Housing Delivery Enabler**. The report argues that this role should encompass a number of functions:
- Community leadership and strategic clarity on development;
  - Creating new housing opportunities;
  - Shaping a stronger housing finance market;
  - Effective management of housing supply;
  - Business leadership.

### **Recommendation 2**

**That the Council should adopt a strategic and proactive role in housing delivery, adhering to those principles endorsed within the Elphicke-House Report.**

- 4.12 During the course of its work, the panel noted that there are currently two lists of sites for potential development, one of which centres on the land owned by the HRA and another list by General Fund (GF). To ensure a full assessment of local development opportunities, it is suggested that the council create a unified list of potential sites within both the HRA and GF. It is also suggested that members, with their experience and local knowledge, should also be able to suggest sites for inclusion on to this list.

### **Recommendation 3**

**That the Council develop a unified list of potential development sites from both HRA and GF owned land. Recognising their local knowledge and expertise, members and staff should be actively encouraged to contribute to the continued development of this unified list.**

- 4.13 There was some agreement amongst contributors that there should be more effort to engage and involve smaller and medium size developers in local home building, given that larger developers may have little interest in some aspects of local development. This would also concur with the findings within the Elphicke-House report.

### *Borrowing through the HRA and other sources of finance*

- 4.14 The reform of the **Housing Revenue Account (HRA)** system has given the Council greater flexibility in the way that it manages its own housing stock, in

<sup>2</sup> From statutory provider to Housing Delivery Enabler: Review into the local authority role in housing supply  
Elphicke- House Report, DCLG, January 2015

particular its ability to fund the build of new council owned homes through headroom in the HRA. However, the level of capital finance available for new development within HRA is established by the DCLG (the '**borrowing cap**') and it was evident that this varies substantially across each authority.

- 4.15 There were wide variations among local authorities that contributed to this review where it was noted that borrowing capacity in one authority (£169m) was almost 12 times that of another (£14m). Thus, whilst some were able to fund their development ambitions almost entirely through the HRA, most had to resort to finding additional finance from other sources.
- 4.16 Evidence to this review and from other publications would indicate that local authorities are resorting to a wide range of funding sources to deliver local housing ambitions, these included:
- Receipts from Section 106/ planning gain;
  - Other capital receipts, for example from Right-to-Buy and land sales;
  - General fund borrowing (which included council-owned housing vehicles);
  - Through finance or investment raised in off-balance-sheet partnership vehicles to which the local authority is a partner ;
  - From sale and leaseback arrangements.
- 4.17 Given limited borrowing available through the HRA (headroom), a number of authorities had resorted to a range of other sources to secure capital funding to fulfil local housing development ambitions. The panel noted that in some instances, **capital funding** had been secured **at very low rates of interest** which ultimately allowed a greater subsidy to final letting arrangements. For example, an outer London borough has secured £150m through the **European Investment Fund** at 1% below PSLWB which enabled lettings to be made at 50% of market rent (e.g. social rent).<sup>3</sup>
- 4.18 What was clear from the evidence of participating authorities and from the emerging literature on this subject is that local housing finance is an area of expanding opportunities with a myriad of potential funding solutions available to local authorities to fulfil local housing ambitions. Whilst the Council should rightly be cautious about the efficacy of such arrangements and long-term value delivered to the authority, the panel were of the view (which is also endorsed by Elphicke-House) that the Council should systematically assess the range of funding opportunities available to assist the council housing delivery ambitions. Given the low interest rates currently available, it is recommended that this process should be undertaken promptly and with the use of specialist consultant input.

#### **Recommendation 4**

**That the Council undertake a detailed assessment of the public and private finance options available for key development sites. This should be**

<sup>3</sup> It is noted that rates available through the European Investment Bank can vary and that conditions attached to such loans may be stringent, which may not always compare favourably with PSLWB loans in the longer term.

**undertaken promptly (to obtain best value from current low interest rates) and with the use of specialist financial services. In addition, the Council should continually monitor the various housing grants and alternative funding available to support new build and apply accordingly.**

4.19 Further still, the panel noted there was evidence to suggest that due to self-financing, councils on the whole were in a strong position to borrow on their existing housing stock. It was noted that councils typically have a gearing ratio (ratio of debt to equity) 50 per cent lower than that of developing housing associations (HAs).<sup>4</sup> Research by the Federation of ALMOS indicated that in 2012, there was headroom of approximately £2.8 billion within the borrowing caps but additional borrowing capacity of at least £20 billion would be released if the caps were relaxed or removed.<sup>5</sup>

#### **Recommendation 5**

**That the Council should continue to lobby DCLG directly and through other representative organisations (London Councils and GLA) for a relaxation of borrowing limits set within the HRA. In addition, the Council should update and reassess gearing debt ratios on HRA estates to provide further evidence to support future borrowing opportunities.**

4.20 In the course of its evidence gathering, the panel also became aware of LG Develop<sup>6</sup>, a scheme operated through the Local Government Association to facilitate local authority access to external financing to support housing delivery. Within this scheme, individual local authorities are invited to identify housing units required and funding requirements needed, which forms the basis of a collective approach by the LGA to institutional investors. The key advantage of this scheme is that it develops access to large scale institutional investors and potential borrowing at lower rates of interest.

4.21 LG Develop is a scheme designed to help councils to:

- Build substantial numbers of new homes through the securing of additional funding, outside of the usual route, the Housing Revenue Account (HRA);
- Build homes that will meet local housing need, generate income and stimulate local economic growth;
- Access favourable rates from institutional or other corporate funders, which are often only achieved 'at scale'.

4.22 There are currently bids for 6,382 new homes requiring £798million of funding within the current programme and the scheme remains open.

#### **Recommendation 6**

**The Panel recommend that the Council actively consider joining the LG Develop Scheme to further support council home building ambitions for the borough.**

<sup>4</sup> Where is housing heading? Why is it important to change local authority borrowing rules? Chartered Institute of Housing July 2014

<sup>5</sup> Let's get building, Federation of ALMOs, 2012

<sup>6</sup> LG Develop – at the heart of local authority housing. Local Government Association July 2015

*Special Purpose Vehicles (Housing Delivery Organisation)*

- 4.23 The panel noted that a number of ‘early adopter’ councils had established a subsidiary company as a vehicle to lead housing development in the area. It was reported that such subsidiaries or Special Purpose Vehicles (SPV) presented a number of advantages to the Council to support local housing delivery, which included that:
- i) It allowed access to a wider pool of financial resources to support housing development;
  - ii) It allowed the development of mixed housing tenures which can create stable income for the company (e.g. from private rental income);
  - iii) It enabled the issue of short-hold tenancies which restricted opportunities for Right-to-Buy in that it can issue short-hold tenancies;
  - iv) It can help to develop longer term income streams for the Council through:
    - a) borrowing from the General Fund (GF) at a more commercial rate;
    - b) importing surpluses back to GF;
- 4.24 Evidence from participating authorities also noted that if this is a route that the Council should seek to take, it will be important to **rebrand** the subsidiary or SPV, in that it helps to establish the company within a new framework through which to engage and involve other housing stakeholders (e.g. re-establishes the Council as a house-builder, or as a private landlord). Evidence from other authorities suggested that once the company has successfully built (to rent, to let, or lease) it establishes the Company as a key player in local housing development and reinforces the Councils position to strategically influence local housing development.

**Recommendation 7**

**That, in line with the Elphicke-House Report, the Council actively considers the option of establishing a Housing Delivery Organisation.**

*Right to Buy*

- 4.25 There was a broad consensus among all informants to the review, that **Right-to-Buy** (RTB) has had a detrimental impact on the strategic housing situation in London in that it has:
- Removed stock from the housing register;
  - Reduced the homes available to those in need;
  - Impeded estate regeneration plans.
- 4.26 The panel also noted that given the **relaxation of eligibility criteria** and an increase in the maximum discount that tenants could receive (£100k), the volume of housing **stock lost** to RTB had **increased substantially** over the past couple of years. In Haringey, it was noted that successful RTB applications have increased from 150 to 218. Evidence of similar and increases in RTB uptake was further exemplified in the evidence presented to the panel from participating authorities:

- In a central London borough, prior to new incentive structure about 15 units were lost to RTB each year, though this year (14/15) almost 350 homes would be lost;
- In a neighbouring borough the number of homes lost to RTB has increased from 4 to over 200;
- In another outer London borough, successful RTB applications had almost doubled from 2012/13 to 2014/15.

4.27 Where housing development secured through the HRA and a secure tenancy is in place, the property becomes eligible for tenants to buy through the Right-to-Buy scheme (after 3 years). In this context, there is a real risk that such stock may be lost in the future. As a consequence, many of those councils sought to secure other means of funding to reduce the potential of newly developed housing stock being lost through RTB. These included borrowing through the General Fund, the establishment of a Special Purpose Vehicle or combination thereof.

4.28 Given that the incentive to RTB had substantially increased, it was noted that some boroughs had increased funding to internal audit services to help assess fraudulent RTB applications which had proved successful.

4.29 The panel noted that the Council has a similarly active team of internal auditors assessing RTB applications which reviews every RTB application to ensure that any property where potential benefit or succession fraud is indicated can be investigated further. In 2014/15, the panel noted that:

- 118 applications have been withdrawn or refused following the applicants' interview with the Fraud Team or further money laundering investigation;
- 134 applications were cleared for progression;
- 256 applications are currently under investigation.

4.30 The panel noted that the 118 withdrawn or refused applications represented £11.8m in RTB discounts saved and means that the properties are retained for social housing use.

#### **Recommendation 8**

**That the role of Internal Audit Team in the identification of fraudulent RTB applications is fully acknowledged, and this team continues to be fully supported and maintained.**

#### *Skills, experience and resources*

4.31 The panel noted that with so many councils embarking on their own home building programme a **demand 'bubble'** had been created for housing development officers and other related professional support services (e.g. legal housing, architects and regenerations specialists). From the experience of other London authorities however, the panel recommend that given the scale of proposed developments, it would be a **false economy** for the Council to **'under recruit'** for such positions, but ensure that the necessary skills and expertise is in place to support effective implementation of development plans.

- 4.32 In the absence of any comprehensive council development programmes, the panel noted that many council development teams currently have limited skills and expertise to support their own housing development plans and ambitions. Evidence from those authorities with more established council-led development programmes have highlighted the need to quickly develop a 'core development team' to help **build up in-house capacity** and to support current and future housing development aspirations. In particular, other authorities found it beneficial to recruit to the following positions:
- a) **Commercial Adviser** – to provide detailed, expert assessment of the viability of proposed schemes and to ensure that the maximum benefit was derived from each for the authority;
  - b) **Development Modeller** - to provide detailed economic site assessments and to help set out the development opportunities and possibilities for individual sites;
  - c) **Housing Project Managers** – to ensure that with project oversight, schemes are delivered to plan and on time as delays can impact on quality of final build;
  - d) **Housing Design Officers** - acknowledging the importance of quality design in creating communities where people want to live and stay.
- 4.33 There was agreement within the panel that the '**Hackney model**' of developing a key set of in-house housing development skills and expertise is the most effective way to secure the housing ambitions of the Council. The panel were of the view that this approach had helped to reduce costs and improve build outcomes given that there is '**no substitute**' for **local knowledge** and understanding of land and property issues. Furthermore, given that the Council is likely to have a growing development role in medium to long term, it would seem sensible to ensure that a core team is in place.

#### **Recommendation 9**

**That the council should adopt the 'Hackney model' in building up a 'core development team' to ensure that necessary skills and expertise are available in-house to support the housing development aspirations of the Council.**

**The Council should also (i) consider recruiting to more specialist posts (e.g. commercial adviser/ development modeller) to ensure that best value is obtained from each site (ii) ensure that the best available professional support is available for effective delivery of individual development projects.**

- 4.34 There was evidence to suggest that the housing development 'bubble' currently in evidence across London was also fuelling **development costs** for council new build. It was estimated that new build costs had increased by as much as **25%** over the past two years and had begun to impact on build programmes. Given that the current housing development boom is likely to continue in the short to medium term, it is likely that new build costs will continue to escalate in response to scarce resources and such costs should be factored in to planned new build programmes.

**Recommendation 10**

**That the forecast increase in development costs is fully factored in to local development plans.**

4.35 Evidence from those authorities with some years of housing delivery behind them, would suggest that there are many challenges on the path to being an active and successful developer, and that there were many lessons learnt along this journey. What was clearly evident to the panel however, was that as local authorities continued within this development role, the collective skills, expertise and **confidence** grew and was reflected in housing development ambitions and successes of respective councils.

4.36 Whilst local authorities can clearly learn from each other, given the individuality of local authorities and the specific circumstances of individual development sites, there must be some expectation that local development programmes will be a process of reflection and learning.

*Compulsory purchase orders*

4.37 For the redevelopment of some sites, it may be necessary to instigate **Compulsory Purchase Orders** (e.g. with leaseholders) to ensure prospective sites were vacant for development. There was some unanimity among participating boroughs, that the Compulsory Purchase Order process should be instigated at least **2-3 years in advance** to ensure vacant possession and smooth progression of planned developments.

*Managing risk*

4.38 There are clearly substantial risks that councils face in embarking on their own development programmes. One of the questions the review sought to address is how councils can manage such risks, and from the evidence of contributors it was noted that councils employ a number of strategies:

- a) Embarking on joint SPV projects where risks are shared with one or more partners;
- b) Creating individual SPVs for specific regeneration projects to minimise financial contamination if projects go awry;
- c) Planning a balanced portfolio of development tenures (build for private rent, build for outright sale, build for affordable rent etc)
- d) Retention of assets is a key way to maintain influence and control and avoid risk.

*Managing risk -procurement*

4.39 Contributors identified a number of key risks to council-led housing development programmes. There was some unanimity among providers that **procurement processes** and the subsequent **relationship with appointed contractors** represented one of the biggest risks to council home building ambitions. Contributors noted that the time taken to follow due legal process and duration of procurement processes should be fully factored in to development plans, as such delays can severely impact on overall projects costs, particularly in the context of inflationary building costs (e.g. raw materials and staffing).

- 4.40 In addition, contributors noted that there could be tensions within their relationship with contractors (e.g. costs, specifications) which can lead to delays or variations in the final build outcomes. Such relationships with contractors need to be managed effectively, and of course, underpinned by council legal and financial advice. In this context, it was recommended that councils spend more time in how they plan to build-out development plans with contractors.

#### **Recommendation 11**

**That the Council provide further consideration as to how it manages its relationship with development contractors in securing housing development projects. In particular, the Council should ensure full legal and financial service buy-in to proposed development sites.**

#### *Housing Viability Assessments*

- 4.41 Housing Viability Assessments (HVA) represent an ongoing challenge to local authorities in local housing development programmes, particularly in relation to the provision of affordable housing. A number of authorities reported that they had local policies which aimed to secure up to 50% of new development as affordable homes, though in reality, much lower percentages were achieved (20-30%).
- 4.42 **Housing viability assessments** can be seen as the ‘**black box**’ of housing development in that the Council can appear to have little (if any) influence over this process or its outcomes. The panel note the work of London Councils to tackle the HVA and would encourage local participation in this collective response.<sup>7</sup> Further work however clearly needs to be undertaken to improve the understanding of the HVA process, its impact on the provision of affordable homes and possible ways that the Council can influence/ contribute to such assessments.

#### **Recommendation 12**

**That the Council undertake further work to improve the understanding of the Housing Viability Assessment process, its impact on the provision of affordable homes and possible ways that the Council can influence/ contribute to such assessments. That the Council consider signing up to planned new initiatives by London Councils to tackle this issue on a regional basis. That the council consider following the example of Islington Council which plans to amend the planning process whereby viability assessments are published in full.**

#### *Consultation*

- 4.43 All those authorities engaged within this review noted that **resident engagement and involvement** was of paramount importance to estate renewal and regeneration plans. Evidence from participating authorities noted that there were a number of elements that were instrumental to effective resident engagement and involvement which included that:
- a) Engagement started at the **earliest opportunity**;

<sup>7</sup> ‘Councils mull pan-London agreement on viability studies’, Inside Housing, 2<sup>nd</sup> March 2015

- b) That regeneration plans are **open and transparent**;
- c) That regeneration plans clearly identify **possible options** and identify where residents can engage and influence possible outcomes;
- d) That residents are **actively engaged** in the process e.g. visits to regeneration projects.

### **Recommendation 13**

**In the context of and recognising the above elements, it is recommended that an explicit consultation strategy is developed at the outset of each estate regeneration/ new build to maximise resident engagement and involvement and facilitate regeneration plans.**

- 4.44 Evidence from other authorities noted that there were wide-ranging options for the **decanting of existing residents** in the regeneration of existing council estates. Extensive and open consultation clearly underpins this process in that it helps to build relationships and trust with the local community / residents. Of the range of options developed to support estate regeneration, plans included:
- a) Giving local residents first options;
  - b) Giving residents the right to return to the newly regenerated site;
  - c) Allowing leaseholders to transfer existing equity in to new development schemes.

### *Housing management*

- 4.45 From the evidence of other local authorities, the panel strongly recommend that **those agencies that will ultimately manage** any new build council housing stock are involved at the early stages of planning and development. This is to ensure that effective stock management processes are reflected within development plans and designs as this can help to resolve mixed tenure issues, help to maintain quality design and assist in the effective long term maintenance of housing stock. Indeed, most contributors were of the view that greater attention need to be applied to the final management arrangements of new housing stock to ensure stock was effectively managed.

### **Recommendation 14**

**It is recommended that those agencies which will eventually manage new build are actively involved at the planning and design stage to ensure that specifications are conducive to effective and sound housing management principles.**

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<b>Report for:</b>	<b>Cabinet</b>	<b>Item Number:</b>	<b>10</b>
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<b>Title:</b>	<b>Response to the recommendations of the Scrutiny review of Council led development</b>
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<b>Report Authorised by:</b>	<b>Lyn Garner Director of Regeneration, Planning &amp; Development</b>
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<b>Lead Officer:</b>	<b>Mustafa Ibrahim Head of Housing Commissioning, Investment &amp; Sites</b>
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<b>Ward(s) affected:</b>  <b>All</b>	<b>Report for Key/Non Key Decisions:</b> <b>Non-key</b>
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## 1. Describe the issue under consideration

- 1.1 The Housing & Regeneration Scrutiny Panel (HRSP) conducted a review of the Council role in housing development, specifically to identify:
  - Legal and financial instruments available to the council to further support its house building ambitions
  - What could be learnt from other Local Authorities who had already embarked on their own house building programmes.
- 1.2 The panel commenced work in December 2014 and within its plan of work held a number of evidence gathering sessions with Council officers and other local authorities. Its report was agreed by Overview & Scrutiny Committee on 19 October 2015.
- 1.3 **Appendix 1** sets out the conclusions and recommendations of the HRSP and presents the Cabinet Member's response to them.

## 2. Cabinet Member Introduction

- 2.1 The development of new affordable homes in Haringey is a corporate priority within Priority 5 of the Corporate Plan 2015-18. As the Cabinet Member for housing and regeneration I welcome the work of the Housing & Regeneration Scrutiny Panel on this issue and generally welcome the recommendations they have made.
- 2.2 Considerable work is being done on taking forward housing development in the borough in a challenging political and financial climate and the Panel's recommendations are a helpful contribution to this work. I note that some of the

recommendations will be challenging and will require working with partners but I am confident that the broad thrust of these recommendations will be reflected in our new Housing Strategy and our planned refreshed Housing Investment & Estate Renewal Strategy.

### **3. Recommendations**

3.1 It is recommended that Cabinet:

(a) Notes the recommendations from Overview & Scrutiny Committee following the Housing and Regeneration Scrutiny Panel's review of council led development; and,

(b) Agrees the response to these recommendations set out in Appendix 1.

### **4. Reasons for decision**

4.1 A decision is needed in order to respond to the Overview & Scrutiny recommendations on council led development.

### **5. Alternative options considered**

5.1 Appendix 1 sets out a considered response to all of the recommendations of Overview & Scrutiny Committee. In arriving at these responses officers have had regard to the intention behind the recommendations and the practicality of their delivery in terms of both staff and other resources. Comments on any available alternative options are contained in the individual responses.

### **6. Background information**

6.1 The current Housing Investment & Estate Renewal Strategy was adopted in November 2013, initiating a council led housing development programme. The first phase of this programme is now being delivered.

### **7. Contribution to strategic outcomes**

7.1 The development of new homes contributes to Priority 5 of the Corporate Plan 2015-18, *Create homes and communities where people choose to live and are able to thrive*. The first objective under this priority is to achieve a step change in the number of new homes being built.

7.2 The development of new homes also contributes to Priority 4 of the Corporate Plan 2015-18 by contributing to growth and investment objectives.

7.3 The draft Housing Strategy and current Housing Investment & Estate Renewal Strategy set out the strategic context for the development of new homes in Haringey. Both of these key strategies will be considered by Members in 2016, providing an opportunity to further consider the Scrutiny recommendations and any funding requirements.

**8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

***Finance***

- 8.1 The cost of undertaking this Scrutiny Review has been contained within existing budgets. The majority of the agreed recommendations can be implemented at no additional cost to the Council, but where there is a cost to implementing a recommendation, funding will need to be agreed by Cabinet before any work can take place.
- 8.2 The financial environment surrounding Council new build programmes is rapidly changing due to legislative changes from Central Government. The forced rent reduction of 1% per annum for the next 4 years, has reduced the viability of new build schemes and ongoing changes to the Right to Buy regime increases the risk to the Council in undertaking development as expected future rental flows may not materialise. Additionally, the Council has limited borrowing capacity within the Housing Revenue Account and may find that even where New Build schemes are viable they do not represent the best value for money for the limited funding available. Therefore it is important for the Council to be aware of the risk of further legislative change when making decisions about any future programme.

***Procurement***

- 8.4 The Central Procurement Unit note the contents of this report and that currently there are no direct procurement needs to be addressed. It will be expected as these arise that the Central Procurement Unit will be consulted on each procurement.

It should also be noted that the Haringey led London Construction Programme Major Works Framework Agreement is now in place and can be used for New Build Housing developments.

***Legal***

- 8.5 The Assistant Director Corporate Governance has been consulted on the contents of this report.
- 8.6 The Constitution of the Council, as required by section 9F Local Government Act 2000 ("LGA"), gives Overview and Scrutiny Committee power to make reports or recommendations to the Council or Cabinet with respect to the discharge of the functions of either. Overview and Scrutiny also have the powers to make reports or recommendations more generally on matters which affect the Council's area or the inhabitants of its area. The Constitution further provides that Scrutiny Review Panels must refer their findings and recommendations in the form of a written report to the Overview and Scrutiny Committee for approval and afterwards, final reports and recommendations will be presented to the next available Cabinet meeting together with an officer report where appropriate.
- 8.7 The Constitution also provides (pursuant to section 9FE of the LGA), that on such a report being made Cabinet will consider and respond to the recommendations indicating what if any action it proposes to take, and to publish its response.

- 8.8 No specific legal implications arise at this stage in relation to the recommendations made and the Cabinet response set out in Appendix 1.

***Equality***

- 8.9 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

- 8.10 The report sets out a number of recommendations in support of the Council's house building ambitions, particularly concerning the development of new affordable homes. Currently certain groups are experiencing much higher levels of housing need within the borough compared to others. For example, homelessness levels are much higher amongst lone female parents, younger residents, disabled residents, and black households. The Council's intentions for taking forward housing development in the borough will be reflected in the Housing Strategy and Housing Investment and Estate Renewal Strategy. It is noted that the Housing Strategy has been subject to a full Equalities Impact Assessment.

**9. Use of Appendices**

Appendix 1:

Response to the recommendations of the Housing and Regeneration Scrutiny Panel on Council led Development – October 2015

**10. Local Government (Access to Information) Act 1985**

Background papers:

Scrutiny Review Final Report - Council Led Development - 19 October 2015

**Appendix 1: Response to the recommendations of the Housing and Regeneration Scrutiny Panel on Council led Development – October 2015**

No		Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
1	Within the Council led development strategy, where possible the Council should seek to retain its assets (including freeholds) to maintain its strategic influence in the local housing market and maintain the possibility of developing future income streams. That in respect of those properties deemed 'uneconomic' to repair, where possible that these are demolished and rebuilt as part of a wider infill programme	Partially agreed	No new implications arise specifically.	<p>Where possible this will be the case but it will not always be possible for the Council to retain asset ownership. Delivery of new affordable housing must be financially viable while promoting mixed communities and this means most developments will be a mix of homes for rent, low cost home ownership and private sale and/or rent. Enabling development by other asset owners is an increasingly important element of overall delivery.</p> <p>"Uneconomic" properties are dealt with as part of our long term business plan for the Housing Revenue Account, which is currently being refreshed.</p> <p>The Development Vehicle will also mean that leasehold ownership of identified assets will not be retained by the Council, though the Council is expected to retain freehold of any land transferred into the Vehicle.</p>	<p>Mid 2016 Priority 5 Strategic Board</p> <p>Feb 2016 Priority 5 Strategic Board</p>
2	That the Council should adopt a strategic and proactive role in housing delivery, adhering to	Agreed	No new implications arise	The Council's Strategic Housing role is currently under review as part of the Housing Transformation programme and	March 2016 AD Regeneration

No		Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	those principles endorsed within the Elphicke-House Report.		specifically.	this is likely to lead to a function broadly in line with the principles of the Elphicke-House report.	
3	That the Council develop a unified list of potential development sites from both HRA and GF owned land. Recognising their local knowledge and expertise, members and staff should be actively encouraged to contribute to the continued development of this unified list	Agreed	No new implications arise specifically.	This is already in place. A comprehensive register of potential sites has been created and is regularly maintained. It is intended to develop this as a database for all relevant staff to use and contribute to.	Ongoing AD Regeneration
4	That the Council undertake a detailed assessment of the public and private finance options available for key development sites. This should be undertaken promptly (to obtain best value from current low interest rates) and with the use of specialist financial services. In addition, the Council should continually monitor the various housing grants and alternative funding available to support new build and apply accordingly.	Agreed	No new implications arise specifically.	Comprehensive options appraisals are conducted for key development sites and finance options are a fundamental part of these appraisals.  Identifying and pursuing external funding and grant opportunities will be an explicit role within the new Strategic Housing function. The Tottenham Housing Zone is a successful example of attracting funding into the borough. The proposed Development Vehicle will also be a route to lever-in additional finance.	Ongoing Director of Regeneration Planning & Development
5	That the Council should	Agreed	No new	This is happening through London	Ongoing

No		Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	continue to lobby DCLG directly and through other representative organisations (London Councils and GLA) for a relaxation of borrowing limits set within the HRA. In addition, the Council should update and reassess gearing debt ratios on HRA estates to provide further evidence to support future borrowing opportunities.		implications arise specifically.	Councils and the GLA.  Debt matters generally are dealt with as part of our long term business plan for the Housing Revenue Account, which is currently being refreshed.	Cabinet Member for Housing and Regeneration & AD Regeneration  Feb 2016 Priority 5 Strategic Board
6	The Panel recommend that the Council actively consider joining the LG Develop Scheme to further support council home building ambitions for the borough.	Partially agreed	No new implications arise specifically.	Consideration will be given to the scheme but this must be seen in the context of the proposed Development Vehicle, which will enable funds to be raised for the development of housing.	Ongoing AD Regeneration
7	That, in line with the Elphicke-House Report, the Council actively considers the option of establishing a Housing Delivery Organisation.	Agreed	No new implications arise specifically.	The Council is actively considering this and on 10 November 2015 Cabinet approved the initiation of the procurement process.	Ongoing AD Regeneration
8	That the role of Internal Audit Team in the identification of fraudulent RTB applications is fully acknowledged, and this team continues to be fully supported and maintained.	Agreed	No new implications arise specifically.	It is acknowledged that this is an increasingly important issue and that Internal Audit play a successful role in combating RTB fraud that should continue. The funding for this to continue is currently in place. It should be noted that there is no ongoing	Ongoing AD Corporate Governance (Monitoring Officer)  April 2016

No		Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
				funding for other housing fraud work (e.g. tenancy fraud) and this is being considered as part of the new management agreement with Homes for Haringey.	AD Regeneration
9	<p>That the council should adopt the 'Hackney model' in building up a core development team to ensure that necessary skills and expertise are available in-house to support the housing development aspirations of the Council.</p> <p>The Council should also (i) consider recruiting to more specialist posts (e.g. commercial adviser/development modeller) to ensure that best value is obtained from each site (ii) ensure that the best available professional support is available for effective delivery of individual development projects.</p>	Partially agreed	Not known at this stage	The Council's Strategic Housing role is currently under review as part of the Housing Transformation programme and this will create a new staffing structure. Professional functions across the council cooperate and pool their expertise and where required specialist external support is used. It is recognised that in house capability in this area needs to be stronger and the current review is intended to help achieve this.	March 2016 AD Regeneration
10	That the forecast increase in development costs is fully factored in to local development plans.	Agreed	No new implications arise specifically.	The models used for financial modelling and estimating are regularly updated to reflect changing market costs.	Ongoing AD Regeneration

No		Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
11	That the Council provide further consideration as to how it manages its relationship with development contractors in securing housing development projects. In particular, the Council should ensure full legal and financial service buy-in to proposed development sites.	Agreed	Not known at this stage	The methods and relationships will differ from one project to another, depending on how the council delivers new housing in future. Both the creation of the proposed Development Vehicle and the review of the in house development function will inform this consideration. Development proposals will not proceed without full legal and financial service buy in and this will rely on timely resources being available.	Ongoing AD Regeneration
12	That the Council undertake further work to improve the understanding of the Housing Viability Assessment process, its impact on the provision of affordable homes and possible ways that the Council can influence/ contribute to such assessments. That the Council consider signing up to planned new initiatives by London Councils to tackle this issue on a regional basis. That the council consider following the example of Islington Council which plans to amend the planning process whereby viability assessments are	Agreed	Not known at this stage	The Council is open to improving knowledge on the issue of viability to ensure that best practice is followed, and will be engaging with other councils in regard to this to see what improvements in practice can be made to secure optimum affordable levels from new developments. The publication of viability assessments is an important contribution to transparency and engagement with affected residents.  While it is recognised that Members would like to see greater ability within the Council to influence viability tests affecting affordable housing provision, improving this within the Council will come at a cost. The current practice is to commission this function from a consultant in the	Ongoing AD Planning

No		Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	published in full.			determination of planning applications (a cost which is borne by the developer, but deducted from the cost associated with the provision of affordable units). To build these skills in house will require an element of cost in terms of staff, or training and relocation of existing staff.	
13	In the context of and recognising the above elements, it is recommend that an explicit consultation strategy is developed at the outset of each estate regeneration/ new build to maximise resident engagement and involvement and facilitate regeneration plans.	Agreed	No new implications arise specifically.	This is already in development following the experience gained in Tottenham and with the Phase 1 new build programme.	Ongoing AD Regeneration
14	It is recommended that those agencies which will eventually manage new build are actively involved at the planning and design stage to ensure that specifications are conducive to effective and sound housing management principles.	Agreed	No new implications arise specifically.	This is the case with the Phase 1 new build programme, where Homes for Haringey have been involved and advised on housing management principles to inform planning and design, and will be the case in any future phases.	Ongoing AD Regeneration

**Report for:** Cabinet 15 December 2015

**Item number:** 11

**Title:** Haringey Job Support Market – Final Report

**Report**

**authorised by:** Bernie Ryan – Assistant Director - Corporate Governance

**Lead Officer:** Martin Bradford, Policy Officer Tel: 020 8489 6950, email [martin.bradford@haringey.gov.uk](mailto:martin.bradford@haringey.gov.uk)

**Ward(s) affected:** ALL

**Report for Key/**

**Non Key Decision:** N/A

**1. Describe the issue under consideration**

- 1.1 Under the agreed terms of reference, Overview & Scrutiny Committee can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and can make recommendations for service development or improvement. The Committee may:
- Review the performance of the Council in relation to its policy objectives, performance targets and/or particular service areas;
  - Conduct research to assist in specific investigations. This may involve surveys, focus groups, public meetings and/or site visits;
  - Make reports and recommendations, on issues affecting the authority's area, to Full Council, its Committees or Sub-Committees, the Executive, or to other appropriate external bodies.
- 1.2 In this context, the Overview & Scrutiny Committee conducted a review of the Job Support Market in Haringey. The aim of this work was to assess the nature and level of support available to those in long term unemployment and to identify:
- any gaps in local service provision;
  - ways in which local providers can work more collaboratively;
  - the role of the council in supporting such work.
- 1.3 The Committee commenced work in January 2015 and within its plan of work held a number of evidence gathering sessions with Council officers, partners and local unemployed people.
- 1.4 The final report, attached at **Appendix 1**, details the conclusions and recommendations of the Overview & Scrutiny Committee.

**2. Cabinet Member Introduction**

N/A

### **3. Recommendations**

#### **3.1 That the Cabinet:**

(a) Note the Job Support Market Final report, attached at **Appendix 1**; and:

(b) Note the recommendations contained in the final report.

### **4. Reasons for decision**

4.1 The evidence behind the Committees recommendations is outlined in the main body of the report (**Appendix 1**).

### **5. Alternative options considered**

5.1 This review topic was selected after discussions with local stakeholders and was determined to be an area where scrutiny involvement may have beneficial impact.

### **6. Background information**

6.1 Although there has been a marked fall in unemployment, there is concern at the level of long-term unemployment. Evidence would suggest that of those who are unemployed, the proportion that have been in long term unemployment (for 12 months or more) has been growing and now accounts for over 213,000 (25%) of those claiming JSA.

6.2 There is widespread evidence to suggest that the effects of long term unemployment can be profound for the individual concerned. It is noted that those in long term unemployment can experience severe financial deprivation, have higher levels of mental and physical ill health and can become socially excluded. Moreover, unemployment analysis would appear to suggest that the longer people are out of work the greater impact this will have on future employment in that:

- They may be more likely to have lower pay;
- The incidence future unemployment is greatly increased;
- The less likely they will ever return to the labour market.

6.3 Such effects of long-term worklessness may not just be restricted to those claiming JSA however, as there may be a far larger pool of people claiming other related benefits for similarly long periods of time. It is estimated that, with the inclusion of those claiming Employment Support Allowance or Incapacity Benefit for over 6 months, this would mean that nationally there could be approximately 2.4 million people in long-term worklessness.

6.4 In the period February 2013 to May 2015 the number of those claiming JSA for more than 12 months in both Haringey constituencies declined considerably: in Tottenham JSA claimants declined from 1,855 to 965, a 48% reduction whilst in Hornsey and Wood Green the number of JSA claimants declined from 895 to 540, a 40% reduction Such reductions in the number of claimants are however below that recorded for London (51%) and for England as a whole (53%).

- 6.5 There are a large number of agencies that provide wide ranging support for those seeking help back in to employment, education or training. These agencies are commissioned at all levels of government including national, regional and local authority level. Given the number of agencies involved in the job support market and the different levels of at which services are commissioned; there are inevitable questions as to the effectiveness of coordinated support for local unemployed people.
- 6.6 The Overview & Scrutiny Committee therefore commissioned a review of the job support market in Haringey to assess the nature and level of support available to those in long term unemployment and to identify:
- any gaps in local service provision;
  - ways in which local providers can work more collaboratively;
  - the role of the council in supporting such work.
- 6.7 In undertaking this work, the Committee have consulted the following stakeholders:
- Council officers;
  - Local partners (e.g. Job Centre Plus, Work Programme Providers, Voluntary Sector);
  - Local long term unemployed.
- 6.8 In assessing all the evidence received, the Committee have made 16 recommendations which are detailed in Appendix A.

## **7. Contribution to strategic outcomes**

- 7.1 The work of the Committee in respect of the Job Support Market contributes to Priority 4 of the Corporate Plan:

*‘Drive growth and employment from which everyone can benefit.’*

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **Finance and Procurement**

The cost of undertaking this review has been contained within existing budgets.

Where recommendations within this report have a cost implication, for example recommendations around expanding HEST services or increased levels of advice or support being provided to job-seekers, appropriate budget will need to be agreed by Cabinet before the recommendations could be agreed and implemented. It should be noted that the Council has limited influence over funding in some areas, for example JCP, and is dependent on reducing external funding for some services that are provided internally such as HALS.

### **Legal**

The Assistant Director of Corporate Governance notes the contents of the report and confirms there are no legal implications at this stage.

### **Equality**

The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- Tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- Advance equality of opportunity between people who share those protected characteristics and people who do not;
- Foster good relations between people who share those characteristics and people who do not.

In completing this review of the Job Support Market, the Committee have highlighted that there may be disproportionate representation of protected characteristic groups within the long term unemployed including:

- Older people (those aged 55+);
- Younger people (under 24);
- Single mothers.

In response, the Committee makes a specific recommendation (Recommendation 1) that the newly established Job Support Forum (if agreed) should target the particular needs of target groups among long term unemployed, including those referenced above. In addition, other recommendations around could also have a positive impact on:

- Maternity (childcare recommendations)
- Disability (mental health and Guaranteed Interview Scheme recommendations)

The report highlights the perceived stigma of being a resident in Tottenham and how this may impact on job search activities as well a more generalised stigma of being long term unemployed.

The report highlights the policy tension in supporting the needs of the long term unemployed in that there are competing demands from respective equality groups (older people and younger people).

In considering the recommendations, the Council may wish to give further thought as to how this may impact on the protected characteristics of race and religion which were not fully explored within this review.

## **9. Use of Appendices**

There are a number of appendices attached to the main body of the report in Appendix A:

- Tables and charts supporting the report
- List of all participants in the review

**10. Local Government (Access to Information) Act 1985**

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# **APPENDIX 1**

## **Scrutiny Project Haringey Job Support Market**

A project from the Overview & Scrutiny Committee

2014/15

<b>Panel Membership</b>	Cllr Charles Adje
	Cllr Barbara Blake
	Cllr Gideon Bull (Chair)
	Cllr Pippa Connor
	Cllr Kirsten Hearn

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# CHAIR'S FOREWORD

I am pleased to present this report on the Job Support Market in Haringey. Although we have been in a period of falling unemployment, there still remain a number of local people who have not managed to find work and who require additional support to help them find work, training or education.

The Committee's approach to this issue was twofold; firstly to assess what barriers the long term unemployed faced in getting back in to work and how these could be overcome and secondly, to see how those agencies that support unemployed people could work more effectively to support long term unemployed.

During the course of this work the Committee met many representatives from agencies working to support local unemployed people back in to work, and members were impressed with the range of support that is available locally. But in talking to the long term unemployed people it is clear that many have multiple and complex needs which cannot be resolved through any one agency alone. In this respect, the Committee makes some important recommendations which it hopes will support more focussed and coordinated support for long term unemployed.

The meetings that the Committee have held with local unemployed people were also very informative and from these sessions a number of distinct priorities emerged:

- The need to develop and expand work experience opportunities;
- The need to improve access to IT facilities and IT support;
- A more coherent presentation of local job, skills and training opportunities to unemployed people.

Again, collaboration is the key to responding to these priorities, ensuring that local skills, expertise and resources are clearly aligned to help tackle these and other issues which can help improve the support available to long term unemployed.

I would like to thank my colleagues on the Committee, Council officers and all those partner agencies who contributed to this work. Moreover, I would like to thank those local unemployed people who gave their time and energy to speak openly and frankly to members about their experiences in looking for work and the challenges they face.

I hope you find the report interesting and useful.

**Cllr Gideon Bull**  
**Chair, Overview & Scrutiny Committee (2014/15)**

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# INTRODUCTION

- 1.1 Under the agreed terms of reference, the Overview & Scrutiny Committee can assist the Council and the Cabinet in its budgetary and policy framework through conducting in-depth analysis of local policy issues and make recommendations for service development or improvement.
- 1.2 In this context, the Overview & Scrutiny Committee conducted a review of the Job Support Market, to assess the nature and level of support available to those in long term unemployment. The Committee commenced work in January 2015 and within its plan of work held a number of evidence gathering sessions with local stakeholders, including local long term unemployed people.
- 1.3 This report details the work of the committee together with its final conclusions and recommendations which it is hoped will help improve local support available tom long-term unemployed in Haringey.

# National and local policy context

## National context

- 2.1 Unemployment has been steadily falling in the UK since 2012. This is demonstrated through a number of measures:
- The proportion of working age people who identified themselves as unemployed has fallen from 2.46million (8.1%) in December 2012 to 1.8million (5.7%) in December 2014;
  - The proportion of working age people claiming Job Seekers Allowance (JSA) has reduced from 1.5million (4.6%) in January 2012 to 806,000 (2.6%) in May 2015;<sup>1</sup>
- 2.2 Although there has been a marked fall in unemployment, there is concern at the level of long-term unemployment. Evidence would suggest that of those who are unemployed, the proportion that have been in long term unemployment (for 12 months or more) has been growing and now accounts for over 213,000 (25%) of those claiming JSA.<sup>2</sup>
- 2.3 There is widespread evidence to suggest that the effects of long term unemployment can be profound for the individual concerned. It is noted that those in long term unemployment can experience severe financial deprivation, have higher levels of mental and physical ill health and can become socially excluded. Moreover, unemployment analysis<sup>3</sup> would appear to suggest that the longer people are out of work the greater impact this will have on future employment in that:
- They may be more likely to have lower pay;
  - The incidence future unemployment is greatly increased;
  - The less likely they will ever return to the labour market.
- 2.4 Such effects of long-term worklessness may not just be restricted to those claiming JSA however, as there may be a far larger pool of people claiming other related benefits for similarly long periods of time. It is estimated that, with the inclusion of those claiming Employment Support Allowance<sup>4</sup> or Incapacity Benefit for over 6 months, this would mean that nationally there could be approximately 2.4 million people in long-term worklessness.<sup>5</sup>

## Local context

- 2.5 Locally, as of May 2015 there were 5,216 people that were unemployed and claiming JSA; 3,316 of these were in the Tottenham constituency and 1,853 in the Hornsey & Wood Green constituency (Figure 1). The total number of JSA claimants in Haringey has reduced significantly (46%) over the past two years from 9,786 in February 2013 to 5,216 in May 2015. The JSA claimant rate<sup>6</sup> has also declined significantly for both Haringey constituencies over this same period, though in Tottenham (5%) the rate

<sup>1</sup> Unemployment by constituency, House of Commons Briefing Paper 7256, July 2015

<sup>2</sup> Unemployment by constituency, House of Commons Briefing Paper 7256, July 2015

<sup>3</sup> Unemployment in the Great Recession, Bell and Blanchflower 2010

<sup>4</sup> (ESA) is a benefit for people who are unable to work due to illness or disability

<sup>5</sup> Tackling long-term unemployment, Rachel Salmon, LGiU Policy Briefing March 2015

<sup>6</sup> The proportion of those claiming JSA as a percentage of workforce jobs plus the Claimant Count i.e.g. those in employment, self employment, HM forces, and Govt supported trainees.

remains twice that of Hornsey and Wood Green (2.5%) and the London (2.7%) and England (2.4%) average (Figure 2).

- 2.6 In the period February 2013 to May 2015 the number of those claiming JSA for more than 12 months in both Haringey constituencies declined considerably: in Tottenham JSA claimants declined from 1,855 to 965, a 48% reduction (Figure 3) whilst in Hornsey and Wood Green the number of JSA claimants declined from 895 to 540, a 40% reduction (Figure 3). Such reductions in the number of claimants are however below that recorded for London (51%) and for England as a whole (53%).
- 2.7 Assessment of the geographical distribution of longer-term JSA claimants presented clear differentials across Haringey. Geographical analysis of those who had been claiming JSA for 1 year or more (Figure 4) and 2 years or more (Figure 5) demonstrate that although there are pockets of long-term claimants in the west of the borough (Hornsey and Highgate wards), longer term JSA claimants were predominantly resident in the east of the borough (particularly in Northumberland Park, Bruce Grove, Tottenham Hale, Tottenham Green, West Green and Harringay Wards).
- 2.8 Analysis of long-term claimants of JSA by age group) demonstrated higher rates of claimants for those claiming for more than 12 months for every age group in Haringey compared to both London and Great Britain figures (Figure 6. This disparity is most pronounced among 50-64 year old age group where the rate of long-term claimants in Haringey (1.4%) is almost three times greater than the national average (0.5%).
- 2.9 Whilst the number and rate of those claiming JSA may have fallen in Haringey, the number claiming other work age related benefits has increased. Analysis of local Employment and Support Allowance (ESA) data indicates that the number of local in Haringey people claiming ESA has increased significantly from 4,920 in February 2012 to 11,160 in November 2014), a 227% increase (Figure 7). Furthermore, almost 4,500 people have been claiming ESA for two years or more (Figure 8).
- 2.10 There are a large number of agencies that provide wide ranging support for those seeking help back in to employment, education or training. These agencies are commissioned at all levels of government including national, regional and local authority level. The table below is illustrative of range of agencies active in the local job support market in Haringey:

National	<ul style="list-style-type: none"> <li>• Job Centre Plus, Work Programme Providers (e.g. Ingeus, Shaw Trust, Reed)</li> </ul>
Regional	<ul style="list-style-type: none"> <li>• Greater London Authority</li> </ul>
Local Authority	<ul style="list-style-type: none"> <li>• Economic Development Team, Haringey Employment &amp; Skills Team, Haringey Adult Learning Service, Housing Options Team, Public Health Commissioning, Housing Related Support</li> </ul>
Voluntary Sector	<ul style="list-style-type: none"> <li>• Tottenham Hotspur Foundation, Princes Trust, North London Partnership Consortium</li> </ul>
Other public	<ul style="list-style-type: none"> <li>• Registered Housing Providers – Homes for Haringey, Metropolitan, Family Mosaic,</li> <li>• College of Haringey, Enfield &amp; North East London</li> </ul>

- 2.11 Given the number of agencies involved in the job support market and the different levels of at which services are commissioned; there are inevitable questions as to the effectiveness of coordinated support for local unemployed people.

# Aims, objectives and methods

3.1 The overarching aims of this project was to assess the role of Haringey Council in the local job support market and to identify what actions the Council could take to enable those agencies working in this sector to better serve the needs of local, long term unemployed people. Within this overarching aim, the Committee identified a number of key objectives which included:

- To assess the role and functions of the Council in the local job support market, with particular reference to:
  - its leadership and enabling role;
  - those services it provides directly and those commissioned from third parties;
- To assess how Council operated or commissioned services are aligned and where appropriate work in partnership to better support the needs of local long unemployed;
- To assess the role of local providers in the job support market (e.g. jobcentre plus, Tottenham Foundation, work programme providers) to:
  - Assess the range of services provided to local people in long term unemployment;
  - Identify any gaps or areas of under provision in the local job support market (e.g. information, advice, access to training, apprenticeships);
  - Identify opportunities for joint or collaborative working;
  - Identify priorities and actions for the Council to support the job support market.
- Consult and involve local long term unemployment people to:
  - provide an assessment of their experiences with local job support services;
  - Identify how best work, training and education needs can be provided more effectively in the future.

## Work-plan

3.2 A range of information gathering methods were employed to ensure that Committee had access to the necessary evidence to assist it in its investigation of the job support market in Haringey. This included;

- Desk based reviews (local policy and performance data, comparative data from other authorities);
- Evidence gathering sessions (with Council providers, local partners, local long term unemployed people and other local stakeholders);
- Primary data collection – focus groups and interviews (among long term unemployed);
- Site visits - Job Centre Plus and Haringey Employment & Skills Team;
- Formal panel meetings (to coordinate, plan and monitor work).

3.3 Evidence to assist the Committee in meeting the project objectives was primarily taken at three evidence gathering sessions which were as set out below:

<b>Evidence gathering session</b>	<b>Key Aims &amp; objectives</b>	<b>Invitees</b>
1. Council role in the local job support market (23 <sup>rd</sup> January 2015)	<ul style="list-style-type: none"> <li>▪ What services does the Council provide to support unemployed people?</li> <li>▪ What are the priorities in supporting long term unemployed people?</li> <li>▪ Are there any gaps in the job support market?</li> <li>▪ How effectively do council services work together, and with partners?</li> </ul>	<ul style="list-style-type: none"> <li>▪ Council officers</li> </ul>
2. Role of partners in the job support market? (11 <sup>th</sup> February 2015)	<ul style="list-style-type: none"> <li>▪ Are there any gaps in the range of support services available to local unemployed?</li> <li>▪ Are there opportunities for local services to work together to better support unemployed people?</li> <li>▪ Are there clear leads and priorities set by the Council to guide and inform work?</li> </ul>	<ul style="list-style-type: none"> <li>▪ Employment and training providers</li> </ul>
3. Perspectives from the long term unemployment (focus groups and interviews March to April 2015)	<ul style="list-style-type: none"> <li>▪ How effective are local services in supporting long term unemployed?</li> <li>▪ Are there service any gaps?</li> <li>▪ What can be done to improve local services?</li> </ul>	<ul style="list-style-type: none"> <li>▪ Those in long term unemployment</li> </ul>

3.4 Additional informal panel meetings were held with other key council officers and partners to discuss the work of the panel, emerging findings and confirm possible recommendations:

- AD for Human Resources;
- AD for Planning;
- AD for Procurement.

3.5 A full list of all those who participated in this project is given in Appendix B.

# Key evidence:

## (1) local long term unemployed

## (2) local partners

### Local Long-term unemployed

- 4.1 A number of consultation sessions were held with local long-term unemployed people to help assess their experiences with local job support services and to identify how best work, training and education needs can be provided more effectively. For this purpose, the Committee consulted local long-term unemployed through:
- 2 focus groups (11 people)
  - 6 individual interviews (6 people).
- 4.2 Focus groups and interviews were recorded, transcribed and analysed. The following sections provide an overview of the main themes to emerge from this analysis.

### Barriers to employment – IT and Internet access

- 4.3 What was apparent from discussions with local long-term unemployed was that access to IT was fundamental to job search activities and essential to all job seekers irrespective of what job they were applying for:

*‘Even the most basic of jobs we can’t get it because you have to apply on-line. It’s very difficult. They use these long internet application forms and this takes a long time. Even for some basic jobs like working in a care home I have to complete an application of 8-9 pages. We have to do it, it takes so long and after all that, we don’t hear anything.’ (Female, 30’s)*

- 4.4 Despite the centrality of IT to job search activities, many of those interviewed had a poor level of understanding of IT issues:

*‘The problem I have is with all these on line applications, if you haven’t got a clue how to use a computer you get stuck with it.... I am not clued up with it all. My brain just can’t cope with it. I have been on so many courses and pass them, but I just seem to end up back down there again. So many jobs that I want to apply for they say please send your CV. I find it hard to attach my CV to applications and to emails.... . At the moment I don’t quite understand what I am doing. It’s not looking good.’ (Male, 50’s)*

*‘The main thing is to help us with the on-line application process. It’s so long and complicated. Even if we just want a cleaning job it’s a long application on line. Lots of people can do these types of jobs obviously, but they can’t do the applications.’ (Female, 30’s)*

- 4.5 In addition to poor IT skills, it was apparent that access to IT facilities locally was problematic, with many community IT facilities being time-limited:

*“The job centre computing facilities are not that great as you are time limited and it’s really busy there.” (Male, 20s)*

*'We go to the library and everyone else seems to be upset at this as well. They have to leave without filling in the application forms, it's upsetting as the hour runs away so quickly.'* (Female, 30's)

*'There are computers here at (at JC+) but you only have a certain time as well, it's about an hour. You think about how many computers are here and how many people are coming in, it's not enough.'* (Female, 30's)

- 4.6 Access was also limited in the home-setting as the cost of internet access and computing hardware was prohibitive:

*'I don't have my own computer and this is a problem so I can't apply when I do see jobs. I have to go down the job centre. There are places where you can go to get training to use the computer, but it's very busy there.'* (Male, 50s)

*'I don't have computer access at home so this makes it more of a problem. There is a problem with my lap top but it is too expensive to repair. I go to the library to do things, but it take me so long.'* (Female, 30s)

- 4.7 What was very apparent was that despite limitations on access, IT facilities provided at local libraries were central to the job search activities of local unemployed people:

*'To do one application it takes me over an hour but you get only 1 hour on the computer at the library. They do help you at the library which is good but they are not there all the time. They are very helpful but it just takes so long.'* (Female, 30's)

*'No one wants to be at JC+, you are there to sign on. So if you can go to the library where it is less of a stressful environment then you are going to go there.'* (Female, 50's)

*'You can only get an hour in the library you know and then you have to get off the computer, there's no time to do the job search and we don't have money to go to an internet cafe, so you have to go to the library as its free.'* (Male, 50's)

*'I wouldn't use the JC+ facility.... I prefer to use Coombes Croft Library. I meet a couple of other people there every week and we try and help each other and tell each other if we know of anything that's going. I prefer it in there until the schools get out, then it can get quite noisy.'* (Female, 50's)

- 4.8 Besides limited accessibility in the home and in the community, it was also noted that availability of personal support to help use IT was also limited:

*'You don't get much help at JC+, you only get an hour and its going to take you 10 mins to get some help. It was actually getting too stressful to go there so i stopped going. I need to get my own pc to cut all that drama out. I tend not to use the library computer if I can help it, I would prefer to use my own and do it without interruptions. At the jobcentre, people don't get support and you just end up helping those around you.'* (Female, 40's)

*'Accessing computers is a very big issue for us, we have to go to library, we have to meet someone to help us on the computer.'* (Female, 30's)

- 4.9 From those long-term unemployed consulted within this review, it was clear that one-to-one IT support to assist for job search activities was greatly valued:

*'I just use HEST (Haringey Employment & Skills Team) to help me look for work, I have been coming here for a month. We are trying and we are applying for jobs. Its good here, they help you with the on-line applications and support. It's good to have the computer support.'* (Female 30s)

*'I come here [to HEST] to use the computers and they help me to complete applications which is great.'* (Female, 20's)

- 4.10 In summary there is need for more coordinated provision of IT services to assist unemployed to help develop access and support to those who need it:

*'More access to the internet would be good. This would really help, especially if there was support as well.'* (Female, 40's)

#### Barriers to employment - Work Experience

- 4.11 Analysis of qualitative data would also suggest that a second key barrier to unemployment was a lack of work experience. As many of those interviewed had been out of work for some period of time, up to five years in some instances, there was a strong perception that the lack of work experience was a significant barrier to employment.

- 4.12 Firstly, without work experience, it was difficult to get appropriate references to demonstrate to potential employers that you have the necessary skills:

*'Another big problem is job references. Because I am not working so long, its very hard to get a reference.'* (Male 50's)

*'When you are looking for a job, employers are looking for those people with the hands on experience already, even if you have studied this area it's no good without that practical experience and the references to say that you have the skills to work in this area.'* (Female, 40's)

- 4.13 From those that had work experience opportunities, it was apparent that this had greatly assisted them in their job search activities, particularly in relation to completing application forms and in interviews:

*'People need the experience as well.... it's good for them. Until I had that experience, I did not know certain things about retail but now I know a lot more and can use this in applications and interviews. You have got to talk about things that are relevant, but if you haven't got the experience what can you talk about?'* (Female, 20's)

- 4.14 It was also apparent that work experience opportunities were also beneficial in that they helped to keep people in-touch with the job-market and helped to benchmark their skills:

*'I think one of the solutions for long term unemployed is work placements, where we can be matched up with a suitable employer, even if its just for two weeks. So even if they don't want us, we will get some experience and skills and give us a sense of purpose. It will also allow us to see how well our skills match up and*

*what we may need to upgrade yourself. Just to be in that work environment would be good too.'* (Female, 40's)

*'I work (voluntarily) for a local support centre and the Human Resources people had to sort it out with JC+. I now have to get up at 6am to do the job search and do some applications and then go there afterward. I have to keep myself busy and make sure I am meeting people and doing something, it's important to me.... it keeps me busy and keeps me in touch with things and learning things.'* (Female, 50's)

- 4.15 What also emerges is that work experience also helped to improve the confidence and self-esteem of unemployed:

*'I have just finished a work experience [in a shop]... I was an assistant there that stocked shelves and put new stuff out. It was for one month and a half and I really enjoyed it. I wished it was longer. The experience was great as I got to speak to people and it made me more confident as I was a little shy before. I thought I interacted well with everyone. It's given me a real boost... '* (Female, 20's)

- 4.16 Analysis also noted a number of structural barriers to work experience opportunities. Firstly there was a perception that the job support market was imbalanced, where the number of skills and training opportunities far outweighed work experience opportunities:

*'They have lot of CV workshops and similar things, but they are not a lot of use if you don't have any experience to put on your CV. A lot of places which are looking for people are looking for people who have done it before and is experienced in it. But you'll never get that job without the experience – there's never any kind of training to help you get in to these things. There's no work experience.'* (Female 30's)

- 4.17 Despite the positive contribution that work experience can provide to unemployed people, qualitative analysis appeared to demonstrate that there were simply not enough work experience opportunities available locally and that this would be welcome addition to the local job support market landscape:

*'I think the one of the most beneficial things that could be done is that you should find work placements for people, where people can be trialled in that role on a probationary period and if you pass that, it could lead in to a possible full time employment. It's important to help establish links for people. It gives you the possibility of developing your skills. I think there are so few opportunities.'* (Male, 20s)

*'I think there should be more work experience opportunities. I think it would help with my confidence and give me one step forward. I also need that work experience though to keep your skills.'* (Male, 50's)

*'But the key thing is work experience, this is what would help me a bunch, I need more experience to help me especially as I've been out of work a while. It's difficult to get a reference in this situation.'* (Female, 20's)

#### Barriers to employment – job, skills and training opportunities

- 4.18 Analysis of qualitative contributions also revealed a third key barrier to employment which was the accessibility of jobs, skills and training opportunities locally. A strong and consistent theme throughout the focus groups and interviews was that such opportunities were not systematically promoted to local unemployed people and that too often, such opportunities were come across by chance:

*'The thing is jobs come in which we are not always made aware of which is frustrating. It just feels a bit ad hoc as to how you get to hear about them.'* (Male, 20s)

*'I do think that there are some good jobs here in the job centre, it's just that they are not telling everyone about them. I heard my adviser talking to someone on the phone about a job and asking them to come in for an interview, it's a job that I would have wanted but he didn't say anything to me, I had to go and ask if I could apply for it and I got an interview the next day. If had not asked, I would not have been given those details.'* (Female, 30's)

*'What Job Centre Plus should do is have a list of all the jobs and training that they do have and can provide for people and show them to you and see if these are any use to you. The information is available, but it's not being made available to us.'* (Female, 40s)

*'I have not used any other local service or support group as I am not aware of it, maybe I need to go out there and look it up. I've not been notified that there are adult learning courses and other support, its left for you to figure it out yourself.'* (Female, 40's)

- 4.19 Whilst there was recognition that there may be lots of opportunities for local people, the communication and presentation of such opportunities could be improved:

*'I think Haringey does offer a lot, it's just finding out about these things. I mean, they are notices in Haringey People, there is stuff on the notice boards of local libraries. It also comes down to finance as well, as a lot of these things aren't free. I think overall as borough it tries, but there is lack of good communications and being aware of what's on offer. There's a lot out there, but you have to find it.'* (Female, 50's)

- 4.20 More specifically, qualitative analysis suggested the need to collate and promote the local jobs, skills and training offer to unemployed people to increase awareness and uptake. This included further training and awareness to local advisers and improved web collation and communication:

*'It would be good if there was more information in one place about what opportunities there are, like work experience or training courses or employment opportunities. The long term unemployed need to be better informed so they know what's available to them out there.'* (Female, 40's)

*'But more than that, they just need to give you all the details of all the courses that are available. I am always looking ways to improve myself, so always looking for courses.'* (Female, 40's)

*'I think the information should be collated on a website and the advisers should have it as well. I mean not everyone goes on the internet or who needs help with it, so it should be with the advisers as well.'* (Female, 40's)

- 4.21 Qualitative analysis would also suggest that there are additional barriers that unemployed people face in access local courses. Although many of the courses were subsidised for unemployed people, the cost was still prohibitive:

*'The HALS service provides some very good courses albeit we have to pay for them now which I don't think we should. They have just returned a cheque for £22 for a course that I had signed up to but didn't run because there were not enough people on it. Do you mean to tell me that unemployed people don't know about this or maybe it's just too expensive? The cost of the course is a barrier, but I am determined to get back into the labour market so will pay to do these courses. Ok they are only £7.50 each or £10 each, but that's £30 of my dole money gone.'*

- 4.22 It was noted that Job Centre Plus is a significant provider of training for local unemployed people and will also fund courses. Qualitative analysis however, would suggest that the authorisation process for such courses could be improved:

*'The real problem that I have is with courses. If you want to better yourself it is going to cost you money and if you can't get that money, then you can't do the course. You can do courses and you can get these on line quite cheaply, but I was told that you can do the course (by Job Centre Plus), but it has to go to a decision maker to do the course and depending on the hours and that. But in the time that the decision maker is going to get back to you, if you are buying a course on line, the course is gone. It's not big money either, its £20-£30. If they are not happy with it then you may have to get a loan until the decision maker is happy with it, what is that all about, it's just not encouraging people. It doesn't motivate people.'* (Female, 40's)

#### Barriers to employment – low pay

- 4.23 A recurrent theme in the interviews and focus groups with unemployed people was that many of the jobs on offer were for the minimum wage or low paid, which on balance was prohibitive as this level of income did not meet their basic needs:

*'I have been referred to Urban Futures...they tried to put me in a project with Stansted Airport, but it just wasn't practical because if I did get a job there I'd need to spend so much on travel, and the jobs weren't even the London minimum wage, so it would be kind of pointless. When you calculated it all up, it wouldn't work. There is a minimum level of income I need.'* (Male, 20s)

*'Even when people do get a job through the job centre, it's not a good job, its minimum pay or too few hours and you're better off not working. It's not feasible to apply for a job that thousands of others are applying for and which, once you've paid all your rent and council tax, leaves you in the minus. It's not that people don't want to work, the jobs are not there and don't pay enough to cover your expenses.'* (Male, 30's)

*'... my rent is £800 pm, then there's council tax, if I am working, I have to pay that as a minimum. I don't have any other extras, all I have is TV license, gas eclectic and water. I have to get a job that covers all these basics and the minimum wage isn't going to do that.'* (Female, 40's)

*'... the advisers have done the benefit in work calculation, and even though I get less than what you are supposed to get, I get £77 every two weeks, they keep taking bits off through sanctions. That's for everything, food, council tax, gas and electric, everything. But at the moment, it's clear from their calculations that I am better off out of work than in work. Even on a full time minimum wage job, I would be better off out of work.'* (Female, 40's)

- 4.24 It was apparent that job seekers require further advice in respect of the range and level of support that can be provided (e.g. in work benefits) when taking up low paid positions, which may require a collaborative approach beyond Job Centre Plus, in particular housing services:

*'The JC+ need to sit down with people like myself to find out how much I need to live on, what benefits I get, what I would need to live on from a job and then I can work out what minimum wages I can apply for jobs for. If I got a minimum wage job, do I get help, paying my rent from the housing office, or does it just stop? I know the JSA stops. Advisers need to sit down with those people who have been unemployed for a while to work out these things, to figure out what they can afford, what assistance they can get, what training there is available.'* (Female, 30's)

#### Barriers to employment – complex personal problems

- 4.25 From the analysis of interviews and focus groups, it was apparent that many long term unemployed people may face multiple personal and social challenges which may inhibit them from finding work. Some of the personal challenges identified by informants to this review included language barriers, family problems, past-offending and age:

*'I need a job. But I need to help with speaking language to help me.'* (Male, 40's)

*'..... I do wonder sometimes if my age has something to do with it all. I am of an age nearing retirement and pension so I do wonder.'* (Female, 50's)

*'I have had a lot of family challenges which have not helped. I have had a violent partner which has been difficult. I left him a few weeks ago and things have been very up and down since then.'* (Female, 20's)

*'I look after my granddad who has dementia... I did not like the care he was getting. I go there at 8am and help to get his breakfast, and he can shower himself and things... I also look after my granddaughter.... '* (Female, 40's)

*'Yes, if you're an offender, that's definitely an issue [in getting a job].'* (Male, 50's)

- 4.26 What this clearly demonstrates is that some unemployed people may need additional help and support, beyond training and skills development (and associated provider agencies) to help put them in a position to be able to look for work.

#### Barriers to employment - stigma of being unemployed

- 4.27 Throughout the interviews and focus groups with unemployed people, it was apparent that many felt there was a personal stigma to being unemployed which was perceived at a number of levels. Some clearly felt a personal stigma to being unemployed and were reticent in being seen to access services which might identify them as such:

*'People who are out of work may tell their closest friends that they are out of work, but they don't tell people outside of their closest circle, they wouldn't tell a girl that they had met for example. My friends know that I sign-on but outside of that I would never ever tell someone I am signing on, I am too embarrassed for that. When I am coming (to the Job Centre) I always run in as I don't want to be seen coming in this building... I don't want people to know. And then the guards stop you when you do get here and ask you when your appointment is – I mean really, do you really think I would be here if I didn't need to be?' (Male 30's)*

4.28 Others perceived that potential employers also attached stigma to the long term unemployed:

*'... if you have been out of work for a period of time, that's the barrier, they see your CV and they don't like that. They ask what you what were you doing during that time?' (Female, 30's)*

*'The real barrier though is that people do not want to employ someone who has been unemployed for so long.' (Female, 40's)*

*'... but the issue is that employers do tend to attach a stigma to the long term unemployed as they want to know what you have been doing and why you have been unemployed for that period of time. (Female, 40's)*

4.29 And more generally, there was a perception that there was a stigma associated to living in Tottenham which was prohibitive to them in finding work:

*'I think that there is something about that, that employers look at people from Tottenham differently, that they are a bit rough or something. Since we have had the riots back in the 80s there is a stigma I think, the fact that you live in Tottenham. I have been doing a lot of voluntary work and there are people there with degrees and everything but they are from South London, Hertfordshire and you think why are not local Tottenham people in some of these positions... .' (Female, 50's)*

*'I think living in Tottenham is barrier to employment, you don't even want to put it on your CV. To be honest, I cut it out.' (Female, 40's)*

*'I never say the areas that I live in when I am applying for jobs.... I just say that I live in North London.' (Female, 30's)*

*'I want to say that I am very proud to live in Tottenham, but I do think that there is a prejudice toward the people that live in the area to an extent.' (Female, 40's)*

4.30 Further still, some media portrayals of those in receipt of state benefits compounded the stigma to being unemployed:

*'These programmes like Benefits Street do not help, they make it look like people enjoy being on benefits, but you don't, I don't know anyone who enjoys being unemployed and would rather work as anything rather than be unemployed. It makes people look at you like you are piece of dirt off their shoe.' (Female, 30's)*

- 4.31 What is clear is that such perceptions of stigma can impact on the confidence and self-esteem of job seekers which may inhibit their ability to find employment or training opportunities.

Evidence from partners

- 4.32 A conference style session was held with local providers to help understand the challenges that they face in assisting the long term unemployed, and to help identify future strategies that may assist their work. The session looked at a number of questions:
- What are the challenges that local agencies face in supporting long term unemployed?
  - Are there any gaps in services in those services supporting the long term unemployed?
  - Are there any opportunities for local agencies to work more collaboratively to better support long term unemployed people?
  - What role can the council play in supporting change among providers?

The challenges that local agencies face in supporting long term unemployed

- 4.33 A number of significant challenges were identified by local partners in supporting long term unemployed, many of which correspond to those issues identified by unemployed people themselves;
- Dwindling resource pool with agencies competing for funds;
  - Prejudice of employers that long-term unemployed face in looking for work;
  - Numerous funding streams can lead to duplication and a perception that services are uncoordinated;
  - Low pay and zero-hours contracts (offer of employment must be better than unemployment);
  - IT access and support;
  - Improving the perception of Tottenham among potential employers.

Are there any gaps in services in those services supporting the long term unemployed?

- 4.34 In the discussions among partners, a number of gaps were identified in the local service offer to long term unemployed:
- Many long term unemployed face multiple and complex challenge in gaining employment which require more intensive 1-1 support, how widely is this available locally?
  - Mental health is a significant barrier for some people finding work, and there needs to be a more coordinated response to this locally, particularly in training provided to support workers;
  - More childcare services, particularly in the evening and weekends when part-time work may be available.

Are there any opportunities for local agencies to work more collaboratively to better support long term unemployed people?

- 4.35 A number of themes emerged in this area of discussion:
- Improved data sharing across agencies may help to coordinate support provided to unemployed people;
  - Working with local employers in a more coordinated way to increase the opportunities available to unemployed people;
  - There is a need for a more collaborative approach to the provision and presentation of local skills and training course through local agencies to unemployed people;

- 4.36 Discussions with partners noted that although there were opportunities to collaborative working though there were also a number of barriers:
- Agencies were nationally commissioned which tightly proscribed work;
  - Contracting process also prevented a more holistic response in supporting long-term unemployed;
  - Agencies were in effect in competition with each other to support long term unemployed people which was a barrier to partnership working.

What role can the council play in supporting change among providers?

- 4.37 Discussions with local job support agencies identified a number of ways in which the Council could further assist in support for local long term-unemployed. These included:
- Encourage and support more collective working among providers working toward local priorities;
  - Keep an overview of local skills and training offer and address gaps;
  - Provide work experience opportunities and extend Guaranteed Interview Scheme;
  - Instil social value in local procurement contracts;
  - Supporting local employers in helping local unemployed (e.g. work experience schemes).

# Conclusions and recommendations

1. There is a need to establish a forum where local job search agencies (e.g. Job Centre Plus, Work programme Providers, Haringey Employment & Skills Team, Voluntary Sector Agencies and registered key Housing Providers) can network, share information and develop a more coordinated response to support the needs of local long term unemployed people. It is suggested that this is a sub group of the **Employment and Skills Board** and reports directly to it.

Once established, it is clear that this **job support forum** should be task centred and aim to resolve a number of working priorities which should include:

- How to improve data sharing data across for more effective identification and targeted support for local long term unemployed;
  - The identification of any gaps in the local skills training offer to unemployed people and to develop shared and coordinated response;
  - How local agencies can work together more effectively by aligning priorities and pooling resources to develop a more coordinated response to support long term unemployed people - this could encompass **targeting** the particular needs of specific groups of long term unemployed people (e.g. single parents, those with criminal records, those aged 50 and over and young people) or the specific **employment aspirations** of unemployed people (e.g. construction industry, retail, office);.
  - How the range of training and development opportunities available should be collated and presented bringing together the local skills and training offer in a more accessible and coherent way to the long term unemployed;
  - To identify good practice (outcomes) in supporting local unemployed people and to share this across the job support network;
  - To coordinate approaches to local businesses to extend and improve local job opportunities and or work experience opportunities for the long term unemployed.
2. People in long term unemployment may face multiple barriers to finding work and therefore present with more complex needs. In this context, long term unemployed require intensive longer-term support across a wide range of services to address all these needs and thus a more **coordinated** and joined up approach is integral to effective support. Whilst there were many examples of good **joint working across services** to deliver joined up advice and support to unemployed people, there were a number of gaps and areas where service improvement would be beneficial to assisting long term unemployed;
    - a) Advisers at Job Centre Plus and local unemployed people both identified that it would be helpful to have **housing advice and support** available within Job Centre Plus to provide such specialist on-site support to help clients assess the viability of potential work opportunities and possible impact on welfare benefits;

- b) Quicker and more effective processing of **Housing Benefit** claims to ensure that claimants receive the benefits that they are entitled to and that any adjustments are made quickly to ensure claimants do not go in to debt;
  - c) Evidence from providers and unemployed single parents identified the lack of **childcare** as a significant gap in supporting local unemployed people. Of particular concern was the lack of provision in the **evening and weekends**, when more part-time positions were available. A more strategic oversight and commissioning strategy of childcare provision may be needed.
  - d) Improved linkage between job support agencies and local education and training providers (e.g. CONEL and HALS).
3. Whilst there is clearly some work taking place to support those with **mental health** problems back in to work (e.g. employability course offered through MIND, Individual Placement and Support (IPS) service), providers noted that this issue would benefit from a more strategic response involving all job support agencies and BEHMHT to:
- a) Provide greater recognition and awareness of this issue within existing support programmes;
  - b) Upscale local capacity and coordinate a response to this issue;
  - c) Provide further training to local job support providers to help in the identification and onward referral of clients with experiencing mental ill health;
  - d) Aid the identification of those with an undiagnosed mental health condition and the range of support available.
4. There is a need to develop **work experience opportunities** among the long term unemployed as these can help to build confidence, benchmark skills and identify additional training needs. Four key areas for development identified within the review included:
- a) To substantially increase the volume and quality of work placement opportunities available locally;
  - b) That there needs to be a more coordinated approach by local job support agencies to local employers in seeking work placement / job opportunities (e.g. to avoid duplication and streamline efforts);
  - c) That the Council (and Homes for Haringey) should lead by example and establish an explicit work experience programme for local long term unemployed, and should also encourage other public sector and key employers to follow suit;
  - d) That the Council should consult and engage with local businesses (especially small to medium size) to identify what support they would need to extend and improve work experience opportunities for local long-term unemployed people.
5. It was evident from the submissions of both job support providers and from unemployed people themselves that the transition from unemployment to work can require significant social and economic adjustments. The evidence would suggest that there is a need for greater **transitional support** to help the long term unemployed adjust to and sustain new employment. This support should include:
- a) Additional financial assistance where there is a lag between the curtailment of benefits and receipt of first pay cheque;
  - b) Benefits advice and guidance to help people understand the changes that will result from new employment (e.g. housing benefit, council tax exemptions, tax credits);
  - c) Budgeting and financial planning advice (how to manage money), this should include the promotion of the local credit union and financial services available to the unemployed and those on low incomes.

6. Evidence from Council officers, Job Centre Plus and from unemployed people themselves highlighted local disparities in the level of careers advice provided to unemployed people. This suggested that there is a need for the development of a local **careers guidance strategy** to ensure that:
  - a) There is consistent and comprehensive careers education and guidance to young people throughout schooling;
  - b) Careers guidance continues to be available to adults and those seeking work.
  
7. One of the most significant barriers to work is the level of pay offered to those in long term unemployment. From the evidence of the long term unemployed, it was noted that many instances, it would not be financially viable to take on part-time or even full time employment once rent and other essentials had been accounted for. The Council was noted to be committed to the provision of the London Living Wage, though the Committee was unsure of the degree to which this applied to contractors (and sub contractors) and if this could be effectively monitored. In this context, the Committee recommended that:
  - a) The Council and its partners should continue to press for more widespread adoption of **London Living Wage** to increase the viability of working options for unemployed people;
  - b) The Council should undertake an audit of **council contracts** to fully assess the degree to which the London Living Wage is paid to employees;
  - c) Undertake further work to assess what support is currently provided for those that are **in low waged work** and identify priorities for additional support and how this can be provided across the job support market.
  
8. (i) Members of the panel were encouraged by the work of the **Haringey Employment and Skills Team (HEST)** in providing in-depth support and advice to local unemployed people. It was felt that this intensive model of support, as well as access to practical services (e.g. IT services), best suited the needs of the long term unemployed. Many long-term unemployed people however, seemed unaware of this service and the support that it provided, and it was thus recommended that:
  - a) HEST would benefit from **improved communications** and promotion to improve the accessibility of the services it provides;
  - b) The presence of a HEST adviser (sessional) within **Job Centre Plus** may help to improve the interlinking and onward referral between these services;
  - c) The operation of HEST at **additional sites** outside of Northumberland Park may contribute to improved accessibility of this service.  
 (ii) The Committee noted that there has been financial uncertainty around the future funding of HEST for a number of years which was detrimental to the operation of the service. It appears that such operational uncertainty will however continue in the short term as funding is only assured until 2016/17 within the current MTFS. In this context, the Committee recommended that:
  - a) That increased income through S106 monies should be used to put HEST on a more stable financial footing to enable it to consolidate and extend the valuable services it provides to local unemployed people.
  
9. Interviews with local unemployed people highlighted the centrality of **access to IT computers and the internet** to support their job search activity. The Committee noted that those claiming Job Seekers Allowance were required to undertake a minimum number of hours in job search activity each week and that applications for jobs (for whatever grade) almost exclusively needed to be completed on line. With many of the long term unemployed being unable to afford a PC or have internet access at home,

local libraries and other community access points had become important hubs for local job search activity. It is apparent however that these sites were often crowded (especially out of school hours) and where access can be limited (1 hour slots). In addition, many of the long term unemployed required ongoing IT advice and support which was not available at such community hubs and therefore further restricted their job search activity. It is therefore recommended that:

- a) Providers may wish to consider shared or pooled services to (1) further promote PC and Internet access the borough (2) provide more intensive and ongoing IT support targeted to those with less developed IT skills.
- b) There should be improved signposting to IT services and support among providers.

10. In evidence from providers, a **Guaranteed Interview Schemes** for those meeting essential criteria for job vacancies was noted to be a positive development which encouraged local unemployed people to focus and apply for local jobs. Whilst acknowledging that awareness of this scheme may be low and there are currently limited suitable vacancies, the Committee recommended that:

- a) There needs to be further promotion of the Haringey Guaranteed Interview Scheme to ensure that relevant vacancies are actively promoted with local job support market providers;
- b) That once a working model of this scheme is re-established, it is replicated within Homes for Haringey and suggested to other local partners:
- c) That the Council consider opening up this scheme to vacancies recruited through agencies.

11. The Committee noted that Job Centre Plus is centrally commissioned and that service levels are prescribed accordingly, and in this context there may be little scope for local service variations. It was also noted that Job Centre Plus staff face a difficult task in both monitoring compliance with required job search activities (and thus eligibility for benefits) as well as providing personalised advice and support for job search activity. Evidence from service users would appear to indicate that whilst **Job Centre Plus** was the key service for accessing training and support, **awareness and access to such training courses** was perceived to be 'ad hoc' which was mostly dependent on the experience of their personal adviser or the relationship that they had with their personal adviser. In addition, the Committee noted that there were instances where local unemployed people missed out on training opportunities as JCP advisers did not have authority to sign-off relatively small sums of money for training (as higher authorisation was required which took too long). It is therefore recommended that:

- a) A new system for promoting work and training opportunities is developed for local job seekers at JCP;
- b) A higher financial limit /lower threshold is established to enable JCP advisers greater flexibility to authorise funding to support training courses for unemployed.

12. Interviews with local unemployed people noted that job search activities were hampered by the **cost of travel**. Whilst some had access to reduced priced Oyster Cards and received support for travel to interviews, awareness of such schemes and take up was by no means universal. It was therefore recommended that:

- a) Further work should be undertaken to promote those schemes or agencies which are able to provide financial assistance for travel for unemployed people (e.g. improved signposting between agencies).

13. A significant personal barrier to gaining work among the long term unemployed was **lack of confidence and low self esteem**. Many providers noted that the long term unemployed required a '**hand holding** and **confidence building**' to assist them

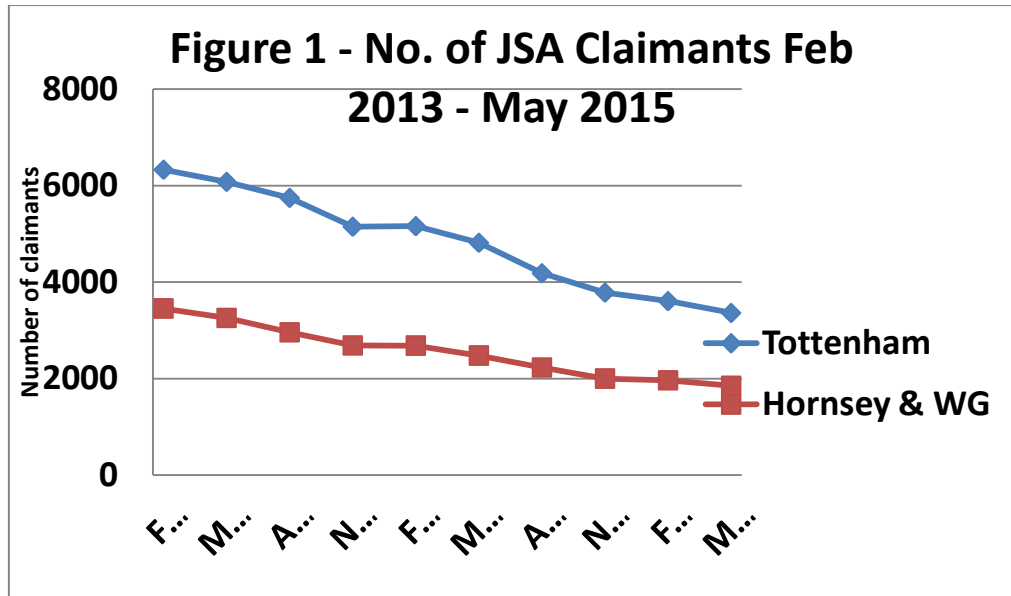
through job search processes, however these ‘softer’ aspects of job support services were often **absent within commissioning contracts**. How local services can help to build confidence and self esteem among long term unemployed therefore remains a critical question for the local job support market. The Committee noted that the successful completion of any training (be it skills based, therapy or art course) could help to improve confidence and lead to improved employment outcomes. The Committee therefore recommended:

a) That the Council assess how access all adult learning courses could be improved to help long term unemployed move a step closer to the job market;

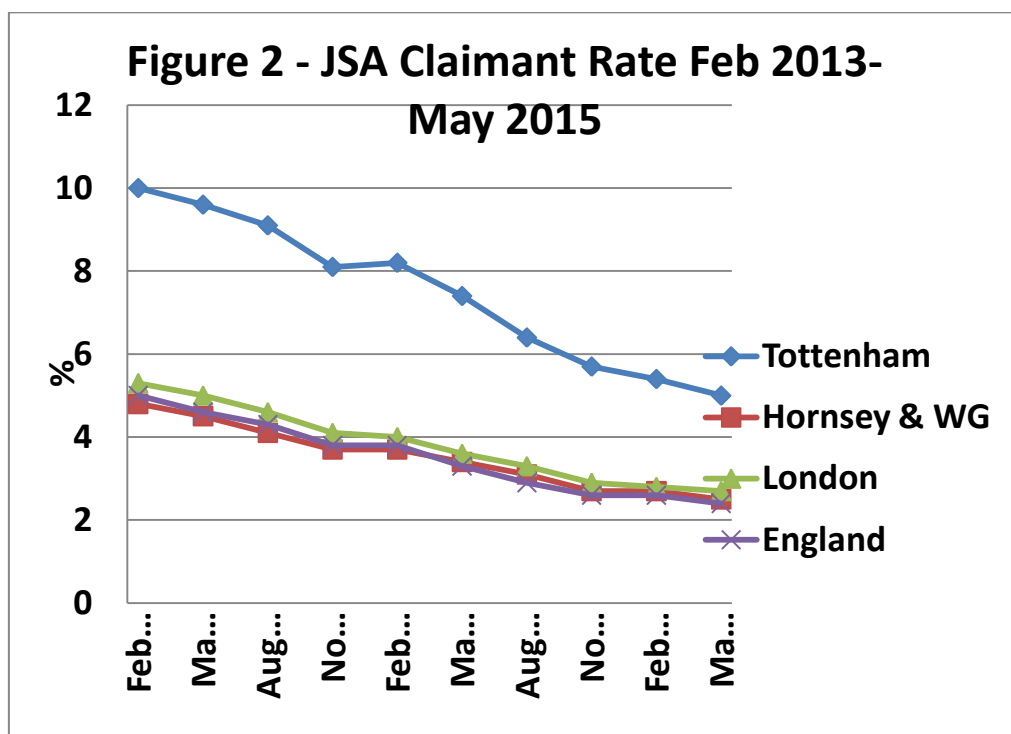
14. Many of the long term unemployed interviewed within this project perceived that there was a **stigma to living in Tottenham** which disadvantaged them in their job search activities. In this context, it was felt that more should be done to promote a positive image of Tottenham and of its residents – and how more generalised negative perceptions of benefit claimants (for example, as portrayed through *Benefits Street*) should be countered. In addition, both interviewees and those attending focus groups also noted that in some instances, they felt **stigmatised as a service user** at some local job support providers. Job support market providers themselves also noted that further work is needed with employers to demonstrate the value and opportunities of employing those who have been in long term unemployment.
15. The Committee noted that income was derived from **S106 monies** which can be used to support local jobs and training opportunities (£300k had been received and a further £600k in pipeline). In addition, the Committee noted that **planning conditions** and **procurement** processes can be used generate real opportunities for increasing work and employment for local people, where there is sufficient monitoring in place to support this. Whilst beyond the remit of the Committee, it was noted that further work and training opportunities should be included and delivered through regeneration procurement activities of the Council.
16. Throughout the course of this review it was noted that there was a policy tension as to how best the Council and partners should tackle the cycle of worklessness. There was a perception among some informants to this review that it may be more cost effective to target young unemployed people over those in long term unemployment. A critical question therefore remains, in that how does the Council and local job support market ensure that the needs of the longer term unemployed continue to be recognised and adequately supported against competing priority groups and a limited pot of resources?

# Appendices

## Appendix A – Figures 1-8

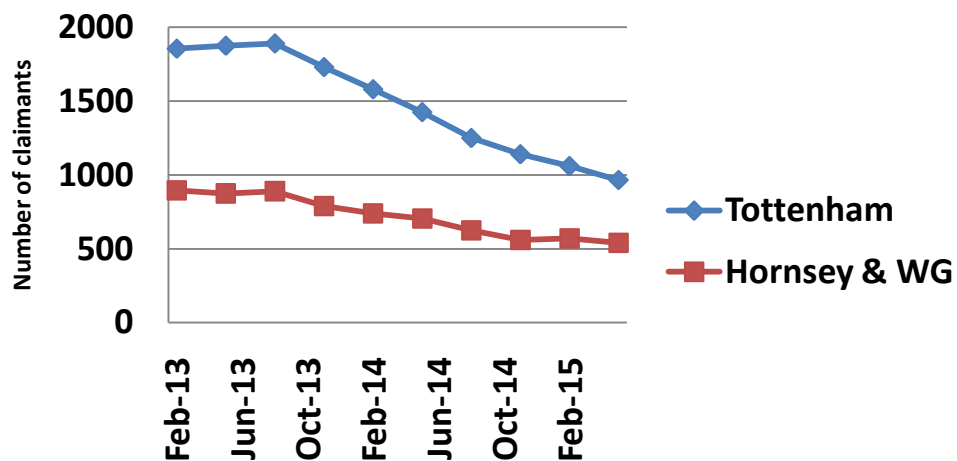


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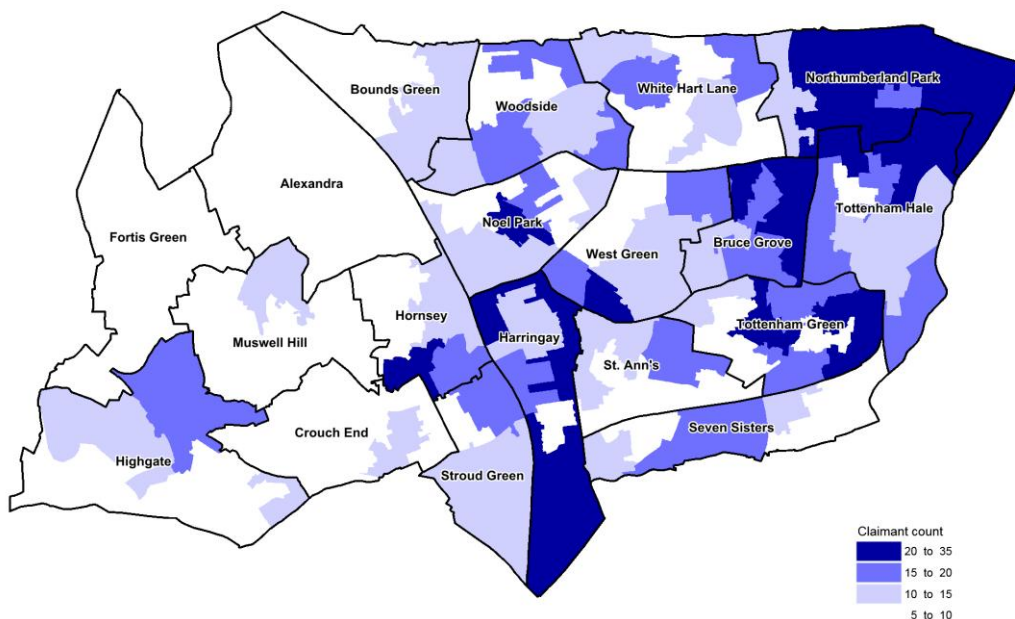
**Figure 3 - Number of JSA Claimants  
with claim +12 months duration  
(February 2013 to May 2015)**



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**Figure 4 – Number of JSA claimants in Haringey wards – duration of claim  
+12 months**

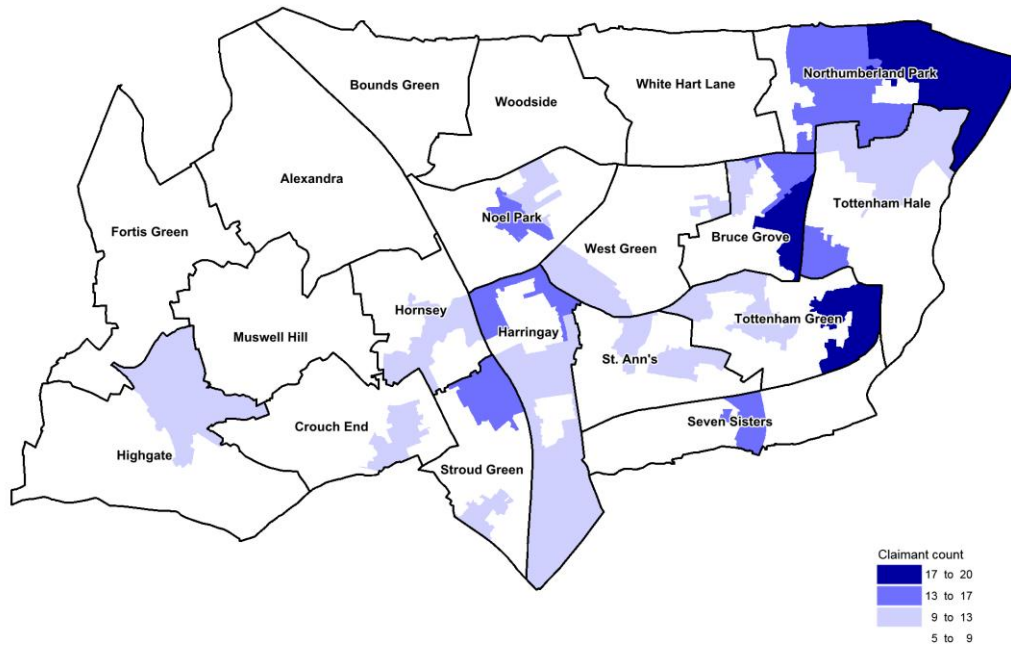
Number of claimants claiming for 1 year or over (LSOA) May 2015



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**Figure 5 – Number of JSA claimants in Haringey – duration of claim + 2years**

Number of claimants claiming for 2 years or over (LSOA) - May 2015

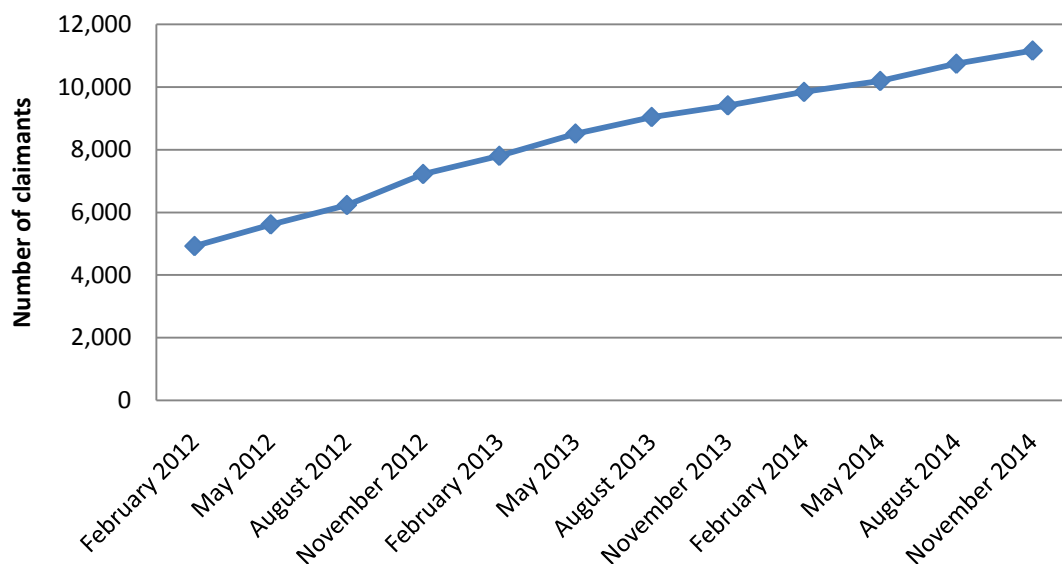


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**Figure 6 - JSA claimants by age duration (June 2015) source NOMISWEB**

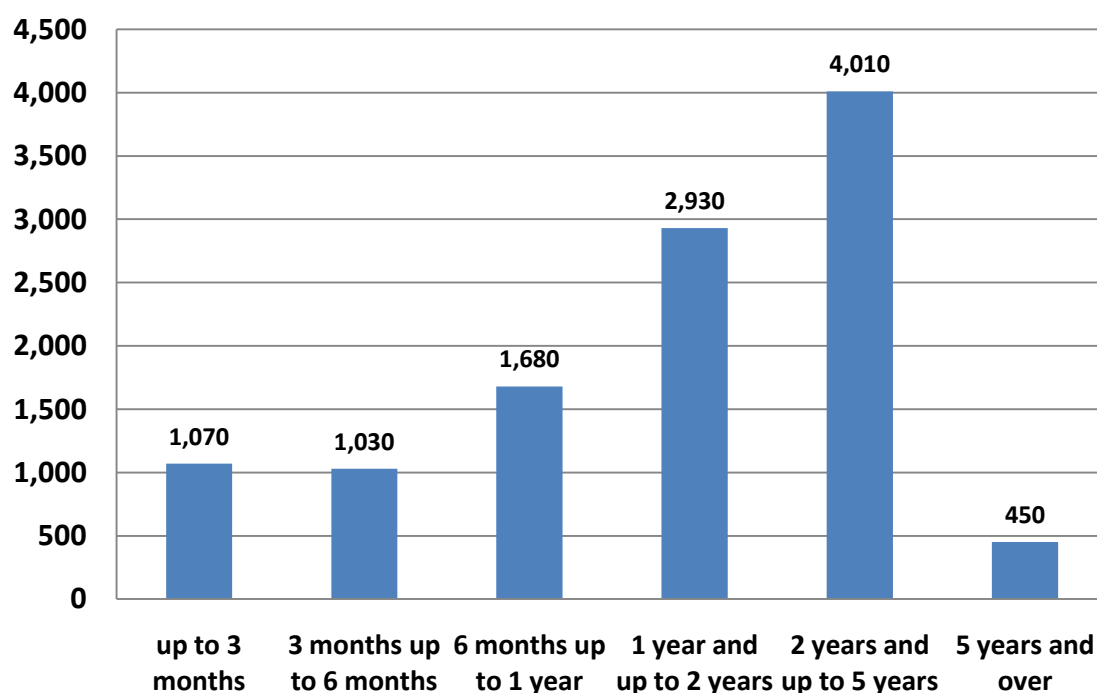
	<b>Haringey (level)</b>	<b>Haringey (%)</b>	<b>London (%)</b>	<b>Great Britain (%)</b>
<b>Aged 16 to 64</b>				
Total	5,005	2.7	1.9	1.7
Up to 6 months	2,650	1.4	1.1	1.0
Over 6 and up to 12 months	915	0.5	0.3	0.3
over 12 months	1,440	0.8	0.5	0.5
<b>Aged 18 to 24</b>				
Total	725	3.1	2.4	2.5
Up to 6 months	515	2.2	1.7	1.7
Over 6 and up to 12 months	130	0.6	0.4	0.5
over 12 months	75	0.3	0.2	0.3
<b>Aged 25 to 49</b>				
Total	3,075	2.5	1.9	1.9
Up to 6 months	1,650	1.4	1.1	1.0
Over 6 and up to 12 months	565	0.5	0.3	0.3
over 12 months	860	0.7	0.5	0.5
<b>Aged 50 to 64</b>				
Total	1,205	3.4	2.1	1.4
Up to 6 months	485	1.3	0.9	0.7
Over 6 and up to 12 months	215	0.6	0.3	0.2
over 12 months	505	1.4	0.9	0.5

**Figure 7 - Employment Support Allowance Claimants in Haringey (February 2012 to November 2014)**



source NOMISWEB

**Figure 8- Duration of Employment Support Allowance Claim (as of November 2014)**



source NOMISWEB

**Appendix B – List of project participants****Council Officers**

**Dan Hawthorn**, Assistant Director for Regeneration  
**Jacquie McGeachie**, Assistant Director for Human Resources  
**Stephen Kelly**, Assistant Director for Planning  
**Hugh Sharkey**, Assistant Director for Procurement  
**Vicky Clark**, Economic Development Consultant  
**Ambrose Quashie**, Economic Development Officer Policy & Projects  
**Denise Gandy**, Welfare Reform, Director of Housing Demand  
**Sylvia Lewin**, Families First, JCP Adviser  
**Robert Bennett**, Head of Service, Haringey Adult Learning Service  
**Sharon Bolton**, Delivery Manager, Haringey Employment & Skills team  
**Sarah Hart**, Public Health Commissioner (Substance misuse)  
**Sean May**, Principal Adviser, Partnerships and Developments  
**Cleo Andronikou**, Housing Related Support Commissioning Officer

**Council Partners**

**Phyllis Fealy**, Job Centre Plus  
**Jackie Chapman**, Director of Employability and Employer Engagement, College of Haringey, Enfield, & North East London  
**Nikki Kelly**, Employment and Skills Manager, Tottenham Hotspur Foundation  
**Fiona Apio-Matanda**, Reed in Partnership  
**Ellie King**, Performance and Delivery Manager, Ingeus  
**Dominic Arnall**, Business Manager, Shaw Trust  
**Henrietta Catherine**, Public Sector Partnerships Manager, Prince's Trust  
**Aminata Diaby**, Senior Project Officer, Greater London Assembly  
**Chinyere Ugwu**, Community Development Director, Homes for Haringey  
Hyacinth Foster, Employment Programmes Officer  
**Emmanuel Coker**, Metropolitan Housing  
**John Egbo**, Director, North London Partnership Consortium  
**Marc Molloy**, Family Mosaic Housing  
**Tony Azubike**, Senior Operations Manager, Reed in Partnership

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**Report for:** Cabinet, 15<sup>th</sup> December 2015

**Item number:** 12

**Title:** Cabinet response to the Overview & Scrutiny Panel Project report: Haringey Job Support Market

**Report authorised by :** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Vicky Clark, Head of Economic Development & Growth (020 8489 6912 / [vicky.clark@haringey.gov.uk](mailto:vicky.clark@haringey.gov.uk))

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Non Key Decision

**1. Describe the issue under consideration**

- 1.1 This report sets out the proposed Cabinet response (attached as Appendix 1 to this report) to the recommendations of the Overview and Scrutiny Panel Project on the Haringey Job Support Market (attached as Appendix 1 to this report), which commenced work in January 2015.

**2. Cabinet Member Introduction**

- 2.1 Supporting local people into employment is a corporate priority under outcome 4 and a key priority of the Economic Development & Growth Strategy. I welcome the Overview and Scrutiny Panel's work on this issue and endorse the recommendations. I am also very encouraged that the Panel has acknowledged the good work already being done by my officers and partners on this issue.
- 2.2 I note that some of the recommendations will be challenging to deliver and may be beyond the influence of the council and its partners, but I am committed to implementing them as fully as possible.

**3. Recommendations**

- 3.1 Members are asked to agree the responses to the Scrutiny Report recommendations (attached as Appendix 1)

**4. Reasons for decision**

- 4.1 Cabinet is asked to comment on the recommendations of the Overview and Scrutiny Panel Project on the Haringey Job Support Market in order to ensure that the review report is fully considered within the context existing work to deliver local economic growth and better labour market outcomes for residents.

## **5. Alternative options considered**

- 5.1 Appendix 1 sets out a considered response to all of the Overview & Scrutiny recommendations. In arriving at these responses officers have had regard to the intention behind the recommendations and the practicality of their delivery in terms of both staff, resources and the constraints of national policy. Appropriate comments are contained in the individual responses and include justifications where recommendations are partially agreed or not agreed.

## **6. Background information**

- 6.1 The Overview & Scrutiny Committee conducted a review of the Job Support Market, to assess the nature and level of support available to those in long term unemployment. The Committee commenced work in January 2015 and within its plan of work held a number of evidence gathering sessions with local stakeholders, including local long term unemployed people.

## **7. Contribution to strategic outcomes**

- 7.1 This fits with Priority 4 of Haringey's Corporate Plan, to deliver growth in Haringey through investment in jobs, skills, business and infrastructure.
- 7.2 This also fits with the priorities outlined in the Economic Development and Growth Strategy.

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **Finance and Procurement**

It is expected that the cost of implementing the majority of the recommendations can be contained within existing budgets. However, where there is an additional cost implication for example around improved IT access or changes in salaries for Council contractors to meet London Living Wage, the Council will need to ensure that sufficient budget provision exists or additional budget is agreed by Cabinet before the recommendation can be implemented.

### **Legal**

Under Section 9F of the Local Government Act 2000 ("LGA"), Overview and Scrutiny Committee has the power to make reports or recommendations to Cabinet on matters which affect the Council's area or the inhabitant of its area. Overview and Scrutiny Committee must by notice in writing require Cabinet to consider the report and recommendations. The report and recommendations should be presented to the next available Cabinet meeting together with an officer report where appropriate.

Under Section 9FE of the LGA, there is a duty on Cabinet to respond to the Report, indicating what (if any) action Cabinet proposes to take, within 2 months of receiving the report and recommendations.

## Equality

The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- advance equality of opportunity between people who share those protected characteristics and people who do not;
- foster good relations between people who share those characteristics and people who do not.

Current Haringey Council employment delivery is targeted at and monitored against groups who tend to suffer from labour market disadvantage, including young people, ethnic minorities, parents (including lone parents) and disabled people. We will continue to target employment activity specifically at groups that suffer labour market disadvantage and will monitor outcomes for these groups through our existing delivery plan and for any future work taken forward in response to the Overview and Scrutiny recommendations.

A number of recommendations within the review are of particular relevance to our equality duty. It is noted that the review recommends improving communication of local employment services to promote better accessibility (recommendation 8). We have already started to address this as part of the Haringey Employment and Skills Team's move to Wood Green and will continue to take this forward through specific promotional project delivery (e.g. Haringey 100 and Routes to Work).

## 9. Use of Appendices

9.1 Appendix 1 – Response to Scrutiny Review recommendations

## 10. Local Government (Access to Information) Act 1985

N/A

## Appendix 1 – Response to Overview & Scrutiny Review of the Haringey job support market

No	Scrutiny Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
1	<p><b><i>There is a need to establish a forum where local job search agencies (e.g. Job Centre Plus, Work programme Providers, Haringey Employment &amp; Skills Team, Voluntary Sector Agencies and registered key Housing Providers) can network, share information and develop a more coordinated response to support the needs of local long term unemployed people. It is suggested that this is a sub group of the Employment and Skills Board and reports directly to it.</i></b></p> <p><b><i>Once established, it is clear that this job support forum should be task centred and aim to resolve a number of working priorities which should include:</i></b></p> <ul style="list-style-type: none"> <li><b><i>How to improve data sharing data across for more effective identification and targeted support for local long term unemployed;</i></b></li> <li><b><i>The identification of any gaps in the local skills training offer to</i></b></li> </ul>	Partially agreed	None	<p>This will be taken forward with key partners such as Jobcentre Plus.</p> <p>A discussion paper covering this recommendation will be presented at the next Haringey Employment &amp; Skills Board meeting. It will ultimately be the Board's decision whether such a group should report to it.</p>	<p>March 2016</p> <p>Economic Development Service</p>

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	<p><i>unemployed people and to develop shared and coordinated response;</i></p> <ul style="list-style-type: none"> <li><i>How local agencies can work together more effectively by aligning priorities and pooling resources to develop a more coordinated response to support long term unemployed people - this could encompass targeting the particular needs of specific groups of long term unemployed people (e.g. single parents, those with criminal records, those aged 50 and over and young people) or the specific employment aspirations of unemployed people (e.g. construction industry, retail, office);.</i></li> <li><i>How the range of training and development opportunities available should be collated and presented bringing together the local skills and training offer in a more accessible and coherent way to the long term unemployed;</i></li> <li><i>To identify good practice (outcomes) in supporting local</i></li> </ul>				

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	<p><i>unemployed people and to share this across the job support network;</i></p> <ul style="list-style-type: none"> <li><i>To coordinate approaches to local businesses to extend and improve local job opportunities and or work experience opportunities for the long term unemployed.</i></li> </ul>				
2	<p><b><i>People in long term unemployment may face multiple barriers to finding work and therefore present with more complex needs. In this context, long term unemployed require intensive longer-term support across a wide range of services to address all these needs and thus a more coordinated and joined up approach is integral to effective support. Whilst there were many examples of good joint working across services to deliver joined up advice and support to unemployed people, there were a number of gaps and areas where service improvement would be beneficial to assisting long term unemployed;</i></b></p> <p><b><i>a) Advisers at Job Centre Plus and</i></b></p>	Partially agreed	Will need to be considered as part of consultation with relevant Council services and partner agencies.	<p>The feasibility of fully implementing these recommendations will need to be assessed in consultation with relevant Council services and partner agencies.</p> <p>Haringey's Customer Service transformation programme and the Job Centre Plus upcoming review of its physical estate should provide an opportunity to progress this agenda.</p>	<p>March 2016</p> <p>Economic Development Service</p>

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	<p><i>local unemployed people both identified that it would be helpful to have housing advice and support available within Job Centre Plus to provide such specialist on-site support to help clients assess the viability of potential work opportunities and possible impact on welfare benefits;</i></p> <p><i>b) Quicker and more effective processing of Housing Benefit claims to ensure that claimants receive the benefits that they are entitled to and that any adjustments are made quickly to ensure claimants do not go in to debt;</i></p> <p><i>c) Evidence from providers and unemployed single parents identified the lack of childcare as a significant gap in supporting local unemployed people. Of particular concern was the lack of provision in the evening and weekends, when more part-time positions were available. A more strategic oversight and commissioning strategy of childcare provision may be</i></p>				

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	<i>needed. Improved linkage between job support agencies and local education and training providers (e.g. CONEL and HALS).</i>				
3	<p><i>Whilst there is clearly some work taking place to support those with mental health problems back in to work (e.g. employability course offered through MIND, Individual Placement and Support (IPS) service), providers noted that this issue would benefit from a more strategic response involving all job support agencies and BEHMHT to:</i></p> <ul style="list-style-type: none"> <li><i>a) Provide greater recognition and awareness of this issue within existing support programmes;</i></li> <li><i>b) Upscale local capacity and coordinate a response to this issue;</i></li> <li><i>c) Provide further training to local job support providers to help in the identification and onward referral of clients with experiencing mental ill health;</i></li> <li><i>d) Aid the identification of those with an undiagnosed mental health condition and the range of support available.</i></li> </ul>	Agreed	None	<p>Employment services are already linked in with services to support people with mental health conditions.</p> <p>However, improvements to the current offer and partnership structures are being explored – for example, through an ESF bidding opportunity to support with common mental health problems (involving IPS linked with IAPT and wider employment support).</p>	<p>Ongoing</p> <p>Economic Development Service</p>

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4	<p><b><i>There is a need to develop work experience opportunities among the long term unemployed as these can help to build confidence, benchmark skills and identify additional training needs. Four key areas for development identified within the review included:</i></b></p> <p><b><i>a) To substantially increase the <u>volume</u> and <u>quality</u> of work placement opportunities available locally;</i></b></p> <p><b><i>b) That there needs to be a more coordinated approach by local job support agencies to local employers in seeking work placement / job opportunities (e.g. to avoid duplication and streamline efforts);</i></b></p> <p><b><i>c) That the Council (and Homes for Haringey) should lead by example and establish an explicit work experience programme for local long term unemployed, and should also encourage other public sector and key employers to follow suit;</i></b></p>	Partially agreed	The Council will need to consider whether it will pay people on work experience or cover subsistence costs (e.g. travel and lunch)	<p>This is currently being considered as part of the Haringey Academy. However, this will also need to be considered in the context of the available organisational capacity to offer the necessary pastoral support to maximise the work experience benefits.</p> <p>Work experience is already offered to long-term unemployed people – for example, through Jobcentre Plus and the Haringey Employment Support Project. However, it is agreed that businesses should be consulted on what more can be done to increase the availability of work experience opportunities.</p>	<p>April 2016</p> <p>Economic Development Service</p>

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	<b>d) That the Council should consult and engage with local businesses (especially small to medium size) to identify what support they would need to extend and improve work experience opportunities for local long-term unemployed people.</b>				
<b>5</b>	<p><b>It was evident from the submissions of both job support providers and from unemployed people themselves that the transition from unemployment to work can require significant social and economic adjustments. The evidence would suggest that there is a need for greater transitional support to help the long term unemployed adjust to and sustain new employment. This support should include:</b></p> <p><b>a) Additional financial assistance where there is a lag between the curtailment of benefits and receipt of first pay cheque;</b></p> <p><b>b) Benefits advice and guidance to help people understand the changes that will result from new employment (e.g. housing</b></p>	Agreed	None	<p>Assistance (financial and advisory) of this nature is already made available directly to people who receive support from employment support providers. This includes the Haringey Employment and Skills Team where financial assistance is available from existing budgets, and Budgeting Loans that are available to Jobcentre Plus customers.</p> <p>However, a menu of complementary provision that is also accessible (e.g. credit union) will be developed to enhance the current offer.</p> <p>This recommendation should also be fed through to the commissioning team with reference to their procurement of wider IAG services</p>	<p>May 2016</p> <p>Economic Development Service</p>

No	Scrutiny Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	<i>benefit, council tax exemptions, tax credits); c) Budgeting and financial planning advice (how to manage money), this should include the promotion of the local credit union and financial services available to the unemployed and those on low incomes.</i>				
6	<p><b><i>Evidence from Council officers, Job Centre Plus and from unemployed people themselves highlighted local disparities in the level of careers advice provided to unemployed people. This suggested that there is a need for the development of a local careers guidance strategy to ensure that:</i></b></p> <p><b><i>a) There is consistent and comprehensive careers education and guidance to young people throughout schooling;</i></b></p> <p><b><i>b) Careers guidance continues to be available to adults and those seeking work.</i></b></p>	Agreed	None	<p>This need has consistently been identified in consultation with residents and stakeholders.</p> <p>As a consequence, careers provision (or lack thereof) will be one the areas considered by a forthcoming Employment and Skills review of pathways into secure employment for Haringey residents.</p> <p>The review will make recommendations on areas for further investment.</p> <p>In the interim the Economic Development team are running a careers education pilot for three Tottenham secondary schools and a</p>	<p>Ongoing</p> <p>Economic Development Service</p>

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				National Careers Service adviser is based at HEST on a part time basis.	
7	<p><b><i>One of the most significant barriers to work is the level of pay offered to those in long term unemployment. From the evidence of the long term unemployed, it was noted that many instances, it would not be financially viable to take on part-time or even full time employment once rent and other essentials had been accounted for. The Council was noted to be committed to the provision of the London Living Wage, though the Committee was unsure of the degree to which this applied to contractors (and sub contractors) and if this could be effectively monitored. In this context, the Committee recommended that:</i></b></p> <p><b><i>a) The Council and its partners should continue to press for more widespread adoption of London Living Wage to increase the viability of working options for unemployed people;</i></b></p> <p><b><i>b) The Council should undertake an audit of council contracts to fully assess the degree to which the</i></b></p>	Partially agreed	Increasing all contractor employees salaries to LLW levels may have cost or service delivery implications for the council.	<p>The procurement team have been requested to conduct a review of wage levels paid by Council contractors.</p> <p>It should be noted that increasing all contractor employees salaries to LLW levels may have cost or service delivery implications for the council.</p> <p>Responding to this agenda, the Haringey Employment Support Project (funded by GLA through the Tottenham programme) has been set targets around helping people increase their earnings levels from minimum wage to LLW.</p> <p>The move to Universal Credit should also mean that Job Centre Plus advisers start providing support to people to access better paid work and that they will continue to provide support for people in work with low earnings.</p>	<p>Ongoing</p> <p>Economic Development Service</p>

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	<b><i>London Living Wage is paid to employees; c) Undertake further work to assess what support is currently provided for those that are in low waged work and identify priorities for additional support and how this can be provided across the job support market.</i></b>				
8	<b><i>(i) Members of the panel were encouraged by the work of the Haringey Employment and Skills Team (HEST) in providing in-depth support and advice to local unemployed people. It was felt that this intensive model of support, as well as access to practical services (e.g. IT services), best suited the needs of the long term unemployed. Many long-term unemployed people however, seemed unaware of this service and the support that it provided, and it was thus recommended that: a) HEST would benefit from improved communications and promotion to improve the accessibility of the services it</i></b>	Agreed	None	<p>HEST has recently moved from Northumberland Park to Wood Green Library which has been helpful in raising its profile across the borough and increasing referrals to and from the Adult Learning Service. The HEST relaunch was well attended by stakeholders and service users.</p> <p>A number of co-location opportunities are being pursued with JCP and also the Adult Learning Service and the National Careers Service.</p> <p>The Head of Economic Development is considering options to put HEST on a firmer financial footing from 2016/17, subject to</p>	<p>Ongoing</p> <p>Economic Development Service</p>

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	<p><i>provides;</i></p> <p><b>b) The presence of a HEST adviser (sessional) within Job Centre Plus may help to improve the interlinking and onward referral between these services;</b></p> <p><b>c) The operation of HEST at additional sites outside of Northumberland Park may contribute to improved accessibility of this service.</b></p> <p><b>(ii) The Committee noted that there has been financial uncertainty around the future funding of HEST for a number of years which was detrimental to the operation of the service. It appears that such operational uncertainty will however continue in the short term as funding is only assured until 2016/17 within the current MTFS. In this context, the Committee recommended that:</b></p> <p><b>a) That increased income through S106 monies should be used to put HEST on a more stable financial footing to enable it to consolidate and extend the</b></p>			savings targets.	

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	<i>valuable services it provides to local unemployed people.</i>				
9	<i>Interviews with local unemployed people highlighted the centrality of access to IT computers and the internet to support their job search activity. The Committee noted that those claiming Job Seekers Allowance were required to undertake a minimum number of hours in job search activity each week and that applications for jobs (for whatever grade) almost exclusively needed to be completed on line. With many of the long term unemployed being unable to afford a PC or have internet access at home, local libraries and other community access points had become important hubs for local job search activity. It is apparent however that these sites were often crowded (especially out of school hours) and where access can be limited (1 hour slots). In addition, many of the long term unemployed required ongoing IT advice and support which was not available at such community hubs and therefore</i>	Partially agreed	The cost of increasing the supply and access to IT facilities will need to be considered	<p>Longer periods of access at libraries need to be balanced against the requirement to make PCs available to as many residents as possible, and library PCs are not solely intended for job search purposes.</p> <p>We are exploring the possibility of incorporating improved domestic broadband access into the specification for the Development Vehicle, which should over time improve internet access for disadvantaged households.</p> <p>HEST also makes computers available for client jobsearch where possible.</p>	<p>Ongoing</p> <p>Economic Development Service</p>

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	<p><b><i>further restricted their job search activity. It is therefore recommended that:</i></b></p> <p><b><i>a) Providers may wish to consider shared or pooled services to (1) further promote PC and Internet access the borough (2) provide more intensive and ongoing IT support targeted to those with less developed IT skills.</i></b></p> <p><b><i>b) There should be improved signposting to IT services and support among providers.</i></b></p>				
10	<p><b><i>In evidence from providers, a Guaranteed Interview Schemes for those meeting essential criteria for job vacancies was noted to be a positive development which encouraged local unemployed people to focus and apply for local jobs. Whilst acknowledging that awareness of this scheme may be low and there are currently limited suitable vacancies, the Committee recommended that:</i></b></p> <p><b><i>a) There needs to be further promotion of the Haringey Guaranteed Interview Scheme to ensure that relevant vacancies are</i></b></p>	Agreed	None	<p>The Council already offers guaranteed interviews to local unemployed people. The use of the scheme has, however, reduced in recent years due to the reduction in employment opportunities with the council.</p> <p>However, the possibility of extending the guaranteed interview scheme to temporary vacancies will be explored with HR.</p> <p>The possibility of extending the</p>	<p>March 2016</p> <p>Economic Development Service</p>

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	<p><b><i>actively promoted with local job support market providers;</i></b></p> <p><b><i>b) That once a working model of this scheme is re-established, it is replicated within Homes for Haringey and suggested to other local partners:</i></b></p> <p><b><i>c) That the Council consider opening up this scheme to vacancies recruited through agencies.</i></b></p>			<p>scheme to other employers, such as Homes for Haringey, will also be explored.</p>	
11	<p><b><i>The Committee noted that Job Centre Plus is centrally commissioned and that service levels are prescribed accordingly, and in this context there may be little scope for local service variations. It was also noted that Job Centre Plus staff face a difficult task in both monitoring compliance with required job search activities (and thus eligibility for benefits) as well as providing personalised advice and support for job search activity. Evidence from service users would appear to indicate that whilst Job Centre Plus was the key service for accessing training and support, awareness and access to</i></b></p>	Partially agreed	None	<p>While implementation of this recommendation would undoubtedly improve services DWP do not typically allow local flexibilities.</p> <p>Discussions are underway about some devolution of commissioning powers for employment support. If achieved this is likely to focus on claimants supported through Work Programme Plus, a similar group to those prioritised for this review. There may be some scope to increase flexibility and sensitivity of provision (including access to training) at this stage.</p>	<p>Ongoing</p> <p>Economic Development Service</p>

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	<p><i>such training courses was perceived to be 'ad hoc' which was mostly dependent on the experience of their personal adviser or the relationship that they had with their personal adviser. In addition, the Committee noted that there were instances where local unemployed people missed out on training opportunities as JCP advisers did not have authority to sign-off relatively small sums of money for training (as higher authorisation was required which took too long). It is therefore recommended that:</i></p> <p><i>a) A new system for promoting work and training opportunities is developed for local job seekers at JCP;</i></p> <p><i>b) A higher financial limit /lower threshold is established to enable JCP advisers greater flexibility to authorise funding to support training courses for unemployed.</i></p>				
12	<p><i>Interviews with local unemployed people noted that job search activities were hampered by the cost of travel. Whilst some had</i></p>	Partially agreed	None	There is ongoing work – for example, with Stansted Airport – to promote appropriate financial	May 2016  Economic Development

No	Scrutiny Panel Recommendation	Agreed Partially agreed Not agreed	Budget implications	Response	Timescale and lead
	<p><b><i>access to reduced priced Oyster Cards and received support for travel to interviews, awareness of such schemes and take up was by no means universal. It was therefore recommended that:</i></b></p> <p><b><i>a) Further work should be undertaken to promote those schemes or agencies which are able to provide financial assistance for travel for unemployed people (e.g. improved signposting between agencies).</i></b></p>			<p>assistance.</p> <p>However, it is accepted that more could be done to other to promote other means of support (e.g. travel discounts for apprentices). This will be taken forward as part of the response to recommendation 5.</p> <p>We have recently raised the authorisation threshold for the HEST manager to facilitate timely access to discretionary support for travel, interview clothes etc for HEST clients.</p>	Service
13	<p><b><i>A significant personal barrier to gaining work among the long term unemployed was lack of confidence and low self esteem. Many providers noted that the long term unemployed required a 'hand holding and confidence building' to assist them through job search processes, however these 'softer' aspects of job support services were often absent within commissioning contracts. How local services can help to build confidence and self esteem among long term unemployed therefore</i></b></p>	Agreed	This will need to be considered in the context of what is permissible by the Skills Funding Agency	<p>The Haringey Adult Learning Service (in common with Adult and Community Learning services nationally) is now specifically targeted by the Skills Funding Agency and OFSTED to ensure that employability is embedded throughout all its delivery. This provision is valuable as a means of equipping long-term unemployed people with hard skills/qualifications as well as softer skills such as confidence/self esteem, communication and team working.</p>	<p>March 2016</p> <p>Haringey Adult Learning Service</p>

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	<i>remains a critical question for the local job support market. The Committee noted that the successful completion of any training (be it skills based, therapy or art course) could help to improve confidence and lead to improved employment outcomes. The Committee therefore recommended:</i> <i>a) That the Council assess how access all adult learning courses could be improved to help long term unemployed move a step closer to the job market.</i>			However, this is largely framed in terms of what is permissible by the Skills Funding Agency and although a large chunk of HALS provision will be geared towards accredited training, there is some flexibility – for example, through the Community Learning Fund – to deliver against softer employability outcomes.  Enabling better access to employability support through adult learning courses is something that is currently being reviewed.	
14	<i>Many of the long term unemployed interviewed within this project perceived that there was a stigma to living in Tottenham which disadvantaged them in their job search activities. In this context, it was felt that more should be done to promote a positive image of Tottenham and of its residents – and how more generalised negative perceptions of benefit claimants (for example, as portrayed through Benefits Street) should be countered. In addition, both</i>	Agreed	None	Through our 'Routes to Work' campaign the Economic Development team are working to raise the profile of Tottenham residents enjoying successful careers and reinforce a more positive image of the area.  We are also working through the East London Business Alliance to improve routes through to entry level jobs amongst their corporate members (largely in the financial sector) and help residents disprove	January 2016 and then ongoing  Economic Development Service

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	<i>interviewees and those attending focus groups also noted that in some instances, they felt stigmatised as a service user at some local job support providers. Job support market providers themselves also noted that further work is needed with employers to demonstrate the value and opportunities of employing those who have been in long term unemployment.</i>			those stereotypes from the inside.	
15	<b><i>The Committee noted that income was derived from S106 monies which can be used to support local jobs and training opportunities (£300k had been received and a further £600k in pipeline). In addition, the Committee noted that planning conditions and procurement processes can be used generate real opportunities for increasing work and employment for local people, where there is sufficient monitoring in place to support this. Whilst beyond the remit of the Committee, it was noted that further work and training opportunities should be included</i></b>	Agreed	To be considered as part of the recommendations from the commissioned report on best practice	The Economic Development team have commissioned a report on best practice in securing local employment and training opportunities from local development. Recommendations from the report will shortly be received and should be incorporated into our planning regulations and future development agreements thereafter.	March 2016  Economic Development Service

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	<i>and delivered through regeneration procurement activities of the Council.</i>				
16	<i>Throughout the course of this review it was noted that there was a policy tension as to how best the Council and partners should tackle the cycle of worklessness. There was a perception among some informants to this review that it may be more cost effective to target young unemployed people over those in long term unemployment. A critical question therefore remains, in that how does the Council and local job support market ensure that the needs of the longer term unemployed continue to be recognised and adequately supported against competing priority groups and a limited pot of resources?</i>	Agreed	None	Council services like HEST work with people across a range of ages. While some projects like the Haringey 100 tend to focus on younger people, other aspects of work do prioritise the longer term unemployed. Examples include the potential forthcoming devolution on Work Programme Plus and a joint bid with other London boroughs to deliver ESF-funded support to people with common mental health problems (often a contributory factor to or exacerbator of long term unemployment).	Ongoing  Economic Development Service



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**Report for:** Cabinet 15<sup>th</sup> December 2015

**Item number:** 14

**Title:** The Council's Capital Strategy.

**Report**

**authorised by:** Tracie Evans – Chief Operating Officer

**Lead Officer:** Neville Murton – Lead Finance Officer.

**Ward(s) affected:** ALL

**Report for Key/**

**Non Key Decision:** Non Key.

**1. Describe the issue under consideration**

- 1.1. The Council's capital programme has in recent years been developed alongside the annual budget setting process and has tended to be based on the extent to which capital receipts have been available to support expenditure.
- 1.2. The Council's Corporate Plan sets out its ambition for regeneration and growth in order to deliver a range of improved outcomes for its residents and also to secure the Council's financial sufficiency as government support reduces and the Council becomes more reliant on locally determined sources of funding such as Council Tax and Business Rates.
- 1.3. A Capital Strategy has been developed to ensure that the Council takes a longer term view of the assets required to deliver its priorities and to support its Medium Term Financial Strategy so that it includes a realistic assessment of its capital needs, the associated resources necessary to deliver its ambition and the benefits flowing from its investments.

**2. Cabinet Member Introduction**

- 2.1. The development of a Capital Strategy provides the basis which will underpin our discussions about the need for assets and our approach for acquiring and maintaining our operational assets as well as the key role that the Council's assets play in delivering our key priorities of regeneration, business growth, growth in employment and housing growth.
- 2.2. As we develop our longer term thinking on asset usage it is equally important that we consider our approach to financing capital expenditure so that we are able to maximise the impact of investments that deliver future financial growth to the Council.
- 2.3. However, we must also acknowledge the additional risks that such an approach exposes us to and continue to ensure that we both manage those

risks appropriately and reflect fully the impact of our decisions in our financial strategy.

2.4. The creation of a long term Capital Strategy provides us with a clear opportunity to be ambitious with our investment plans and I commend the proposed strategy to you.

### **3. Recommendations**

3.1. Cabinet are asked:

- To approve the Council's Capital Strategy (Appendix 1).
- To note the process for agreeing the detailed schemes to be included for approval as part of the Council's Capital Programme (Paragraph 6.8).

### **4. Reasons for decision**

4.1. In order to guide its capital investment priorities and provide the basis for investing in its assets the Council has developed a Capital Strategy. The strategy considers the external environment and the financial context within which the Council is operating in order to ensure that long term investment is based on a firm understanding of its priorities, needs and constraints.

### **5. Alternative options considered**

5.1. The Council could continue to determine and approve an annual capital programme based on its immediate needs; however this approach has been discounted as it will tend to prioritise those projects which can be developed quickly rather than those that support a more strategic view of the Council's needs. It will also potentially be limited by short term decisions on funding options which may not be the most effective approach.

5.2. There are a number of funding approaches that have also been considered ranging from restricting expenditure to the extent to which capital receipts can continue to be generated, to a longer term view based on leveraging additional external resources and anticipating revenue streams in support of borrowing. There is a need to keep under review the balance between the Council's ambition and the risks associated with borrowing in an uncertain financial climate, but by taking a longer term view these risks can be smoothed over time. The Council's Medium Term Financial Strategy will continue to be updated with the on-going revenue effects of capital decisions.

### **6. Background information**

6.1. The Council's Corporate Plan identifies its priority areas and outcomes. Whilst many of the outcomes sought are provided on an on-going basis to residents and businesses from the Council's revenue budget, they often rely on assets being available to support delivery e.g. buildings and infrastructure. The acquisition and maintenance of these assets is generally capital expenditure and the Council approves a capital programme setting out its expenditure plans for these assets.

- 6.2. In addition the Council has a key role in shaping and encouraging development in its area so that Haringey develops as a place where people can live and work.
- 6.3. Previously an annual process has taken place alongside the development of the Council's revenue budget and Medium Term Financial Strategy (MTFS) and there are clearly linkages between these processes. However, this approach has certain constraints which can limit projects where the benefits are less certain or take longer to materialise.
- 6.4. The financing of the programme has tended to shape the schemes which were included; capital receipts and external funding has been used primarily to determine the capital expenditure priorities and size of the programme. Some invest to save projects have been undertaken by utilising prudential borrowing but these have been limited.
- 6.5. In order to improve the Council's planning for its capital needs and to better reflect investment in those assets which will assist in the delivery of its outcomes, a longer term view of its capital needs has been developed and set out in the Capital Strategy.
- 6.6. The strategy will give longer term planning certainty for those areas where on-going maintenance of assets is a feature of service delivery e.g. road maintenance. The strategy also considers at an overall level appropriate approaches to financing the Council's capital needs; the detail of the approach will however, continue to be considered and reflected in the Council's MTFS and annual budgets in addition to the review of capital financing controls exercised through prudential borrowing indicators and treasury management reports.
- 6.7. The strategy also reflects the alternative approaches to delivering the investment in assets within the borough that are currently being explored; members have recently agreed to commence the process of identifying a partner and to highlight the benefits that can be achieved through a Development Vehicle and this approach is clearly signposted in the strategy.
- 6.8. An initial ten year view is being developed to establish the Council's capital ambition in line with its strategic priorities and underpinning principles and this initial programme will be refined with members in the new year (2016) so that an agreed programme, for a ten year period, can be proposed and agreed alongside the 2016/17 revenue budget, including any relevant revenue budget implications for that and subsequent years.
- 6.9. In time it will be possible to develop proposals spanning longer timeframes as we become more confident in projecting costs, benefits and our longer term priorities become clearer.
- 6.10. Following the Autumn Statement 2015 including the Spending Review announcements it is our intention to revise and extend the existing financial

strategy commencing in May 2016 and the longer term financial implications of the ten year programme will be reflected in that strategy.

6.11. The Strategy has been developed taking account of relevant external influences such as the funding regime and government and other relevant local or regional plans. The strategy is attached as Appendix 1 and reflects a number of principles which underpin its development.

6.12. The Capital Strategy: -

- will reflect members' priorities as set out in the Corporate Plan;
- will balance the need to maintain the Council's existing asset base against its future ambition and associated long term asset needs;
- will recognise that growth is the strategic driver for financial self-sufficiency;
- will be affordable in the context of the Council's financial strategy;
- will seek to ensure value for money through achieving a return on investment or by supporting service efficiency and effectiveness;
- will be flexible to respond to evolving service delivery needs;
- will seek to maximise investment levels through the leveraging of external investment;
- will recognise the value of assets for delivering long term growth as opposed to being sold to finance capital expenditure;
- will recognise the financial benefits and risks from growth generated through investment to support investment decisions; and
- will reflect the service delivery costs associated with growth when assessing the level of resources available for prudential borrowing.

## **Governance**

6.13. Alongside the Capital Strategy a Capital Board has been constituted to oversee the development and on-going implementation of the Capital Strategy. This Board will provide senior officer oversight of programme schemes and act as a gateway for new scheme proposals ensuring that only schemes which accord with the strategic principles are developed.

6.14. The following Senior officers are members of the Capital Board:

- Tracie Evans (Chair) – Chief Operating Officer
- Zina Etheridge – Deputy Chief Executive
- Lyn Garner – Director of Planning, Regeneration and Development
- Jon McGrath – Assistant Director Corporate Property and major Projects
- David Airey – Assistant Director Corporate programmes and CIO

6.15. Members will continue to exercise overall control through the Council's regular reporting in the quarterly financial monitoring information, key decision reports where schemes exceed the relevant financial or constitutional

thresholds and through an update reports alongside its revenue budget considerations, the MTFS, the Council's outturn reporting and the Council's statutory Statement of Accounts.

- 6.16. The Capital Strategy will also be kept under review in the light of changes to the Council's overall strategic objectives through amendments to the Corporate plan and refreshed to take account of such changes on a regular basis.

## **Risks**

- 6.17. It is important for members to understand the interactions, costs and risks associated with the Capital Strategy: borrowing for capital expenditure purposes has an impact on the Council's revenue position as do investments which deliver growth in the Council's revenue base i.e. investment in houses to generate Council Tax receipts and investments in regeneration which may deliver business rate growth and employment growth.
- 6.18. A key difference in the approach within the proposed Capital Strategy is the assumption that borrowing will be used to support capital expenditure. Members consider annually as part of the Treasury Management Strategy, a number of prudential indicators which are largely concerned with ensuring the affordability of capital expenditure decisions. This will become an even more important mechanism for members to review against the risks associated with a long term programme supported by prudential borrowing in addition to other forms of supporting capital expenditure e.g. capital receipts and grants.
- 6.19. Interest rates are at historic low levels but will not remain at such levels indefinitely. The Council's Treasury Management activities will seek to optimise borrowing efficiency and minimise costs based on the long term financing needs of the capital expenditure programme, but fundamentally the costs of borrowing have to be affordable.
- 6.20. It is proposed that some investment supported by borrowing will take place in advance of expected or anticipated benefits in the form of additional income or reduced costs and, in order to minimise the risks associated with this approach, it is proposed that the period of time against which future receipts can be anticipated should be restricted to a maximum of three years.

## **7. Contribution to strategic outcomes**

- 7.1. Capital expenditure fundamentally provides the infrastructure for the Council to deliver its core functions and deliver its ambitions, particularly in the areas of regeneration and housing growth. The successful delivery of these outcomes provide some of the key strategic levers necessary for the Council to establish a firm financial position for the future.

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

- 8.1. Currently the Council has to provide for the cost of borrowing in two ways:

- Interest costs associated with external borrowing; and
- A Minimum Revenue Provision (MRP) set aside as a proxy for the repayment of the capital sums borrowed.

8.2. Based on current interest rates together with the effect of the Council's existing MRP policy approved by members annually, the total estimated cost of borrowing which will need to be reflected in the Council's revenue budget assumptions equates to around 5% per annum with a range of between 4.5% and 7.5%.

8.3. This means that for each £10m borrowed a sum of £500k (£450k to £750k) will need to be demonstrated as affordable **each year** within the Council's revenue expenditure plans. In addition the annually set and agreed borrowing limits in the Council's Treasury Management Strategy will need to confirm that higher borrowing levels are affordable.

8.4. In assuming revenue capacity from future growth, account must be taken of the additional costs of service delivery; by only assuming that a proportion of such growth is available for other purposes such as borrowing the risk from over committing will be mitigated.

8.5. The Assistant Director of Corporate Governance has been consulted on this report. There are no direct legal implications arising out of this report's recommendations. Going forward, the revisions to policies and implementation of proposals referred to in the Capital Strategy will require targeted legal advice and support.

## 9. Use of Appendices

Appendix 1 – Proposed Capital Strategy

## 10. Local Government (Access to Information) Act 1985

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10.1. For access to the background papers or any further information please contact Neville Murton – Head of Finance (Budgets and Accounting Team).

# Capital Strategy

December 1

# 2015

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## Executive Summary

### Our ambition and our priorities for investment

1. This capital strategy sets out the Council's plans for long term capital investment to achieve sustainable regeneration and growth in Haringey. Our vision for investment is fully in line with our priorities of outstanding for all, clean and safe, growth and employment, homes and communities.
2. Our ambition includes new housing, new jobs, modern and thriving town centres, fast digital connectivity, modernised customer services supported by efficient technology, good and outstanding schools in excellent learning environments, early years, adult services and special needs provision as required by residents, modernised infrastructure, new kilometres of cycle-ways and quality leisure and cultural assets. This capital strategy will assist in delivering the changes to enable that ambition to be achieved.
3. We expect to generate significant inward investment to help us achieve our vision. Our own capital investment ambition sets out aspirations for **£1.9bn** of capital investment over the next 10 years. We intend to build our financial and delivery capacity to allow similar levels of investment in future years [to 2045] to help us complete our plans and fulfil our ambition.

### Our place in London – strategic influences

4. In our corporate plan, we are proud to recognise our place as one of the fastest growing areas of London:

*"Haringey is a place of great opportunity, with enormous potential for growth – a growing economy, more and better housing and flourishing communities. We are part of one of the world's greatest cities and benefit hugely from that – but more than this we believe that, with our potential for growth, we are the future of London."*

5. Our capital investment strategy is rightly influenced by the wider picture in London, the London Mayor's targets for housing, jobs and infrastructure, and we work closely with our partners in government and the private sector to maximise the benefit of public and private investment in new initiatives.

### Our own assets

6. Haringey holds significant land and building assets in the borough. The majority of these are required for continued service delivery in housing, schools, libraries, parks and open spaces. However at a time of significant change, it is right that we continue to re-think how these assets are best used to support our priorities in the future, and that we work harder to ensure they are fit for purpose, in the right locations, and where possible, are used to bring in further investment to help us achieve our ambition.
7. Underpinning our capital strategy is a constant challenge to the reasons for holding property. Where land and buildings are considered surplus to requirements and not

needed to support regeneration plans, we will seek to use them to leverage additional investment into the borough; only where this is not possible will we pursue disposal as an option to generate resource for re-investment. Our drive for operational efficiency and reducing our cost base will also influence our investment plans in our own buildings and in the public infrastructure we are responsible for providing. We intend to invest to save over the next ten years to secure longer term cost reductions and build our future financial capacity and resilience.

### **Building our financial and delivery capacity**

8. To achieve our ambitions, we need to be prepared to invest for the future. Over the next ten years, this will mean that we will need to undertake additional borrowing, and to do this and ensure its affordability; we will need to build our financial capacity at a time when increasing budget constraints are being applied within the public sector.
9. The Council intends to enter a joint venture partnership with a private sector partner, and form an overarching Haringey Development Vehicle. This joint venture will enhance the Council's capacity to deliver some of its major regeneration initiatives, and will bring additional expertise and finance to support key initiatives in North Tottenham, Wood Green and other key development sites. We will specifically consider the extent to which our assets have a role to play in leveraging the benefits to be gained by this approach rather than simply disposing of them to generate capital receipts for future investment.
10. Our plans are also expected to be able to generate further financial capacity through growth in housing and businesses which will in turn deliver additional Council Tax and Business Rate receipts to support future capital investment.
11. Our Capital Strategy will align with our Medium Term Financial Strategy (MTFS) where we will exemplify the financial benefits from our growth strategy and efficiencies to set alongside our investment strategy through affordable and sustainable borrowing.
12. We have considered the extent to which revenue efficiency savings over the next 10 years can support capital investment through borrowing, together with growing our revenue income base from Council Tax and Business Rate receipts over the next 10 years. We estimate that together these measures will enable capital investment of up to a further £200m once we have taken into account the additional service costs that will inevitably be associated with that growth.

### **Governance and working in partnership**

13. We will establish robust governance and gateway processes to ensure all capital investments are in line with the Council's priorities, consider associated risks, recognise financial constraints over the longer term and drive out value for money.
14. Our priority board structure will take ownership of programmes and projects delivering outcomes relevant to their objectives. We have established a Capital Board governance structure to take a cross Council view of capital investment schemes and to own the capital strategy as it develops.

15. As a Council we recognise that we cannot deliver our full ambition by ourselves, and we need to strengthen partnerships in the public and private sector to allow us to work together effectively on long term and joined up solutions and investment programmes. Co-location of services and a seamless offer to our residents will require detailed coordination work in a number of areas.
16. We also need to ensure a co-ordinated approach to external grant funding, Lottery Bids and other external funding (including EU funding) for our major heritage assets and key regeneration projects to bring in necessary future investment. Our governance arrangements will be established to ensure that this takes place and that partners can see the strength of those arrangements in providing confidence to them.

## Our Ambition

17. **We want to regenerate, grow and enhance** Haringey's physical assets to provide the right housing, business opportunities, education, leisure and transport options for our residents. We want to reshape and modernise our Town Centres for the 21st century. We want to create thriving communities and places our residents can be proud of.
18. **We want new and fit for purpose housing** –Our Housing Strategy sets out a vision: 'Housing is about people and communities, not just bricks and mortar. This means mixed and inclusive neighbourhoods where residents can lead happy and fulfilling lives.' Haringey's drive for new housing forms part of its overall ambitions for regeneration and growth. In the coming years, the council's regeneration efforts will be targeted in its priority areas of Tottenham and Wood Green. The Council will seek to ensure that there is fit for purpose housing across all tenures and ownership models including investment in the Council's own existing stock, and supporting development of 15,000 new homes over the next 10 years,
19. **We want to promote growth in employment** - the Council's Economic Development and Growth Strategy states that 'Haringey's future economic growth must ensure that the dividends of regeneration translate into greater opportunity and prosperity for our residents. Over the next three years we will secure more than £1 billion of new investment in our communities, much of that initially concentrated in Tottenham. The Council will promote growth in employment through policy initiatives, support for businesses and via direct capital investment to secure additional jobs, new businesses and apprenticeships over the next 10 years.
20. **We want to secure excellent transport infrastructure** – the Council's emerging Transport Strategy will link with the North London Transport Plan, the Council's Local Plan and the Council's regeneration plans as well as other Council areas of responsibility such as air quality requirements. The Transport Strategy will be used to lobby central government, GLA, TfL and other potential funding bodies.
21. **We will use our own land, asset and financial resources to lever in external investment.** Our regeneration strategy aims to ensure that maximum regeneration impact is realised from the major development projects within the Borough, making certain that individual regeneration projects are designed and delivered so that they contribute to our core objectives. It will also ensure that links are forged with the wider London region and that mainstream Council services are designed so that they best serve Haringey's regeneration objectives. The Council aims to ensure there are consequential community benefits and essential infrastructure development being delivered from all growth initiatives.

## Haringey London

22. Our capital strategy necessarily takes into account the plans governing London. An outline of their relevance is set out below.

### **London Infrastructure Plan 2050**

23. The London Infrastructure Plan 2050 sets out the estimated requirements for London of 49,000 new homes per year, to meet anticipated population growth and the existing backlog, and the equivalent of over 600 new schools and colleges to meet the expected increase in the school age population. As well as many other long-term infrastructure requirements including transport, power, water and climate change targets. These will all have an impact on the long-term capital investment requirements for Haringey.

### **London Housing Strategy**

24. The London Housing Strategy sets out policies to meet the housing needs of London's growing population with well-designed homes of all tenures. The London Housing Strategy identifies areas of opportunity and areas of intensification. The list of areas of opportunity includes Upper Lee Valley and the list of areas for intensification includes Haringey Heartlands / Wood Green. The key priorities of the strategy are:

- increasing housing supply to levels not seen since the 1930s;
- better supporting working Londoners and helping more of them into home ownership;
- improving the private rented sector and promoting new purpose-built and well managed private rented housing;
- pushing for a new, long term financial settlement for London Government to drive housing delivery; and
- bringing forward land for development and accelerating the pace of housing delivery through Housing Zones and the London Housing Bank.

### **London Plan**

25. The London Plan sets out the scale of the housing challenge to 2036 and recommends planning policies to address it, including identified housing capacity to 2025 and a range of other proposals about infrastructure and the environment, to ensure good-quality, sustainable development.

26. The London Plan:

- refers to the Upper Lee Valley opportunity area and the Haringey / Heartlands intensification area
- sets a minimum 10-year (2015-25) target for housing supply in Haringey of 15,019 with an annual monitoring target of 1,502

- indicates the requirement for specialist housing for older people for 2015-25, with an indicative requirement for Haringey of 80 private sales and 20 intermediate sales
- includes strategic industrial locations, for Haringey Central Leaside Business Area, which is designated as a Preferred Industrial Location and Tottenham Hale, which is designated as an Industrial Business Park
- plans to construct a super cycle highway from Tottenham to the City

### **Mayor's Transport Strategy**

27. The Mayor's Transport Strategy (MTS) sets out the Mayor's transport vision and describes how Transport for London (TfL) and its partners, including the London boroughs, will deliver that vision.

28. The transport strategy should:

- Support economic development and population growth
- Enhance the quality of life for all Londoners
- Improve the safety and security of all Londoners
- Improve transport opportunities for all Londoners
- Reduce transport's contribution to climate change

29. A significant element of the Mayor's transport strategy is delivered by each borough through its Local Investment Plan. Further details of Haringey's most recent plan are set out in para 71.

### **London Land Commission**

30. The Mayor of London launched the new London Land Commission, alongside the Housing Minister, on 13<sup>th</sup> July 2015. It is the first ever coordinated effort between City Hall, central government and London's boroughs to free up surplus public land in London to build homes that the city needs.

31. The Commission will compile a 'Domesday Book' of all brown-field public land in London, to be completed by the end of 2015 - the first time such a comprehensive set of data has ever been collected for the capital. This will give unprecedented and transparent information and allow the fast-track of the new homes that all want to see.

32. The Commission will then work swiftly across layers of government and public bodies to develop strategies for unlocking the newly identified public land for development and encourage greater collaboration. It will also identify land opportunities, both public and private, in priority areas for future growth through the redevelopment of public land, whilst ensuring a good return for residents and quality regeneration.

### **London's Devolution Plans**

33. The local government press reported on the potential devolution deal for London, proposing to redesign London's £93bn public services through wide-ranging

devolution from central government. It was reported in July 2015 that the ambitious devolution bid sets out plans it is claimed will 'outpace' New York and add £6.4bn to the capital's economy by 2030. The bid was reportedly agreed by the Mayor and the leaders of the 32 London boroughs and will mark the starting point for negotiations with government on a devolution deal.

34. The proposed approach include:

- boroughs taking control of health and social care budgets;
- reforming current right-to-buy rules;
- integrating JobcentrePlus and council teams into locally run services;
- pooling individual councils' housing revenue account borrowing capacities so that they can collectively build more homes.

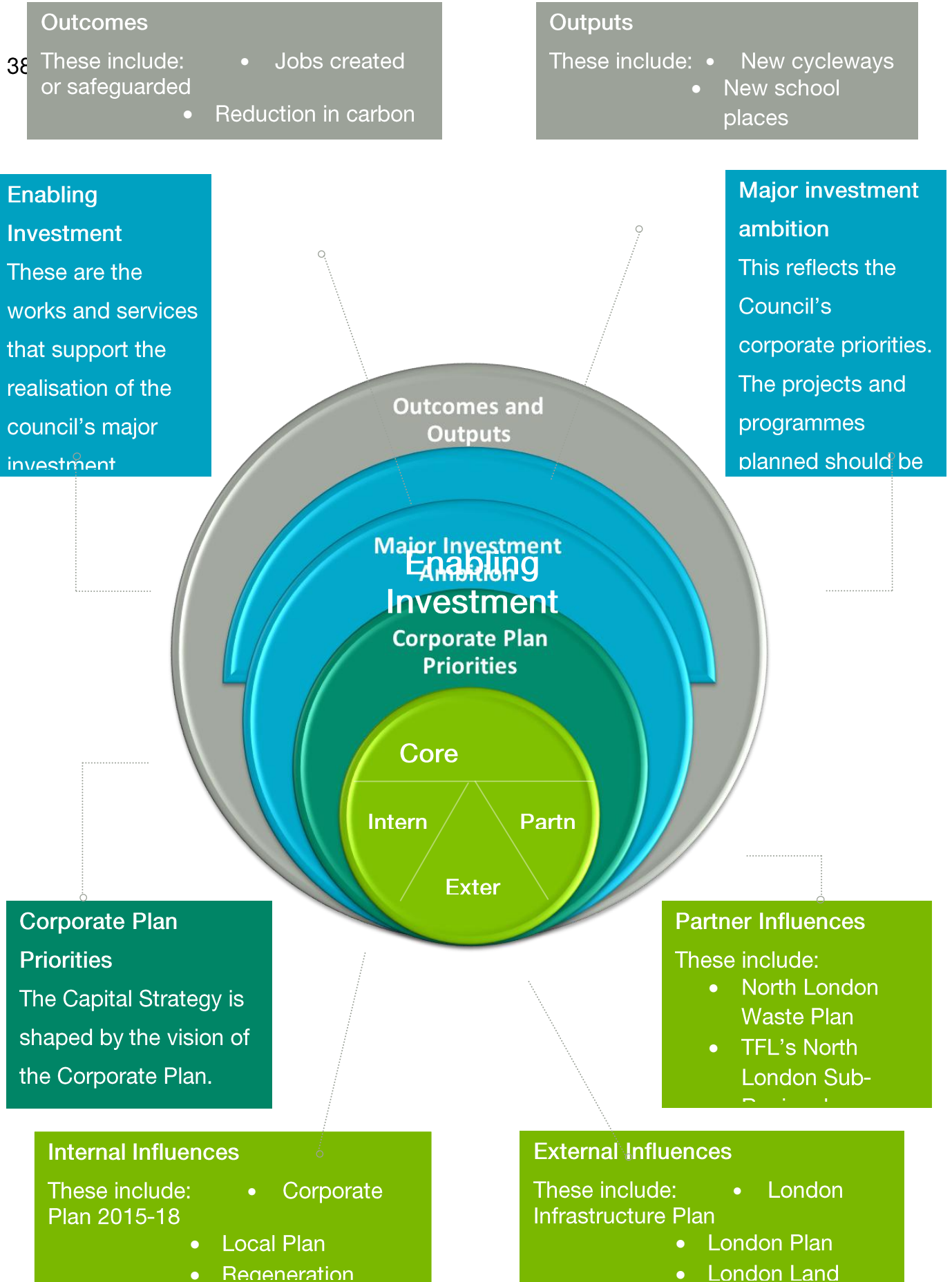
### ***Haringey's Local Plan***

35. The Local Plan objectives include:

- To manage growth at Haringey Heartlands and Tottenham Hale so that it meets our needs for homes, jobs and services, is supported by necessary infrastructure and maximises the benefits for the local area and community and the borough as a whole.
- To provide homes to meet Haringey's housing needs and to deliver the housing target of 1500 units per annum, bringing a mix of affordability, quality and diversity and to help create mixed communities.
- To promote the efficient and effective use of land whilst minimising environmental impacts.
- To strengthen the role of Wood Green Metropolitan Town Centre and the borough's district centres as accessible locations for retail, office, leisure and community uses and new homes.

36. The Haringey Local Plan will need to reflect the new and emerging London Plan. There will be increasing pressure to change some commercial sites to residential sites in the next 10-15 years.

37. Haringey's Infrastructure Delivery Plan will also be updated by January 2016 and will be based on the latest population growth, and Haringey's Community Infrastructure Levy (CIL) policy is also being reviewed. The impact of the potential CIL levy for Crossrail 2 stations (five planned in Haringey) will also need to be assessed and the Capital Strategy updated accordingly.



### ***Negotiation with central government, GLA and other partner organisations***

39. It is important for the Council to optimise the funding position for its capital investment ambition. The Council will seek to negotiate with central government, the GLA and other partner organisations to ensure that Haringey has access to appropriate funding streams for London-wide and North London initiatives and obtains fair funding for strategic Haringey projects that contribute to London growth targets.

40. As a priority:

- The Council will develop plans to negotiate the HRA borrowing cap with central government to better enable the Council's new house build ambition.
- The Council will use its approved Transport Strategy as a base for negotiations on transport infrastructure requirements in Haringey with central government, GLA and TfL.

### ***Secure value from our own land and building assets***

41. The overriding approach to the management of Haringey's assets is that assets should enable new infrastructure and/or have a purpose in achieving the Council's priorities, before disposal is considered.

42. The Council's capital investment plans set out in this Capital Strategy include the following options for maximising benefit from its strategic assets:

- Joint venture investment
- Partnership with developers
- Consolidation
- Collaboration with Public Sector partners
- Alternative use
- Disposal

43. Each major project business case should identify the asset implications and demonstrate how the proposed asset impact secures best value.

### ***Forecast available capital financing resources over 10 years***

44. A number of financial principles will be established and will be applied:

45. **General Fund Capital Receipts** – will be held for general capital purposes and will only be earmarked within a specific project where a business case has been made and best value demonstrated.

46. **HRA Capital Receipts** – will be applied to housing capital investment purposes in light of the challenges associated with the delivery of the Council's new build ambitions and the risk to the viability of the HRA over the 30-year period (2016-2046). This includes an increased commitment to the application of right-to-buy capital receipts to grant funding for the development of affordable housing by all RPs developing in the

Borough. A risk assessment of the likelihood of capital receipts, not spent within 3 years of receipt, having to be handed over to HM Treasury has been undertaken and a reduction has been applied to the 30-year capital receipts forecast based on this view.

47. **Community Infrastructure Levy (CIL)** - CIL income will be spent on infrastructure needed to support development in Haringey. This need is assessed as part of the Local Plan making process and an Infrastructure Delivery Plan (to be updated October 2015) is included in the adopted Local Plan: Strategic Policies. The Council will also work closely with Neighbourhoods to ensure that the Neighbourhood CIL allocation is used to best effect in the delivery of local needs within the context of the wider needs of the Borough.
48. **Capital Grants** – capital grants will be applied according to any ring-fence conditions but will otherwise be applied to achieve maximum benefit and minimise the need for additional borrowing.
49. **Better Care Fund (Capital Grant)** - this grant incorporates what was the Disabled Facilities Grant and the Council will consider the benefits gained from providing additional or match funding.
50. **External contributions** – it is expected that external contributions will apply to specific capital projects and will be applied on this basis. In the event that an external contribution is not related to a specific project the contribution will be made available for general purposes and to reduce the amount of external borrowing necessary.

### ***Borrow prudently to invest in the future***

51. The Council has previously not undertaken significant external borrowing from the General Fund other than where a strong invest to save business case could be demonstrated. Instead it has tended to limit its capital investment to the value of its expected capital receipts.
52. This is no longer considered to be an appropriate strategy in the context of a growing capital expenditure ambition, necessary to achieve the Council's long term objectives but also recognising that its assets have the potential to leverage additional investment and expertise through a different approach such as a Development Vehicle.
53. The financial landscape within which the Council now operates and which is likely to develop over the future years means that it is now more reliant on locally generated sources of funding, rather than a reliance on central government direct support. The Council has recognised therefore that the costs of borrowing, which can be accessed at traditionally low cost, can be considered as an appropriate mechanism to support investment that delivers growth in the determinants of its revenue funding such as Council tax and Business Rates.
54. However, it has established a set of principles which will limit its exposure to the risks associated with anticipating future funding streams; specifically it will only apply a proportion (15%) of estimated future growth towards the costs of borrowing – recognising that additional service demands and cost will flow from any growth in

Housing and Business. This is a conservative estimation of the marginal costs associated with increased service need arising from resident based developments.

55. It will also only undertake borrowing on the value of future estimated growth projections within a three year planning horizon to limit the risk that speculative growth is used to support borrowing levels. All of these controls will be factored into the Council's Prudential Indicators which are approved annually by Members.
56. The Council also recognises that its borrowing capacity can be substantially improved if it can deliver further efficiency savings which it can direct towards borrowing costs. In developing its Medium Term Financial Strategy members will be asked to consider the extent to which they are prepared to direct revenue capacity in support of borrowing costs.

### **Haringey Development Vehicle – a strategic joint venture**

57. The Council is likely to conclude that a significant part of the Council's regeneration plans and investment ambition can be best delivered by a long term (minimum of 15-20 years) joint venture with a private sector investment Partner (to be referred to as the Haringey Development Vehicle or HDV). Whilst the exact impact for the development of the Capital Strategy will not be known until the adoption of the detailed business case and consequent partner procurement are complete, expected completion date of [mid-2017], the main considerations will be:

- a. The 10 year Capital Model will include forecasts for the costs of capital investment schemes which may be considered for delivery by the future HDV. This will ensure that the scope of the ambition remains documented in one place and that the Council's financial commitments, whether expressed directly or via the future plans of the HDV, remain clear.
- b. Certain land assets, may be transferred to the HDV on completion of the procurement. It is likely that the value of these transfers will be modelled as, either deferred capital receipts or income, rather than immediate capital receipts in the short term. Potential asset categories include:
  - **Estates renewal** – for example Northumberland Park and Broadwater Farm – looking to aid estate renewal and increase the density of housing considerably
  - **Wood Green Regeneration** – including River Park House, the Civic Centre, library and related assets – looking to drive the Council's regeneration ambitions and also linked to the Council's Accommodation review
  - **Medium scale development sites** – 4 – 6 sites that could become available for development e.g. Selby Road Depot
  - **Commercial Portfolio** – with an annual rental of [£3-4m] but deemed to be declining assets
- c. Other land assets may be the subject of future transfers by option. These will still need to be explicitly modelled in terms of expected future value for the purposes of the Capital Strategy.

- d. Any land or property that transfers into the HDV will be transferred on the basis of a development opportunity and/or striking a better balance of stock in the vehicle.
- e. The HDV approach will be designed for scale and larger projects rather than funding development of smaller scale units.

58. The Council's capacity to deliver to an accelerated time frame is likely to be enhanced by partnering in a Joint Venture. This could mean that the Council is able to achieve certain outcomes more quickly. Any consequent financial benefits for the Council's future sustainable revenue position could therefore also be achieved more swiftly, and this will need to be reflected in the Council's financial impact modelling.

Corporate Priorities

**OUTSTANDING FOR ALL**  
Children, young people and adults are healthy, thrive and achieve their potential

**CLEAN AND SAFE**  
A place which is clean, well maintained and where everyone feels safe and is proud to live and work

**SUSTAINABLE HOUSING, GROWTH AND EMPLOYMENT**  
Building a basis for communities to thrive

**PRIORITY 1**  
Enable every child and young person to have the best start in life, with high quality education

**PRIORITY 2**  
Enable all adults to live healthy, long and fulfilling lives

**PRIORITY 3**  
Create a clean and safe borough where people are proud to live, with stronger communities and partnerships

**PRIORITY 4**  
Drive growth and employment from which everyone can benefit

**PRIORITY 5**  
Create homes and communities where people choose to live and are able to thrive

Includes:  
- Future school expansions  
- St Mary's expansion

Includes:  
- Aids and Adaptations (the only planned works currently)

Includes:  
- Carriageway works  
- Street Lighting Investment

Includes:  
- Strategic Acquisitions  
- Alexandra Palace

Includes:  
- HRA Successor Programme  
- Decent Homes Works

Major Investment Ambition

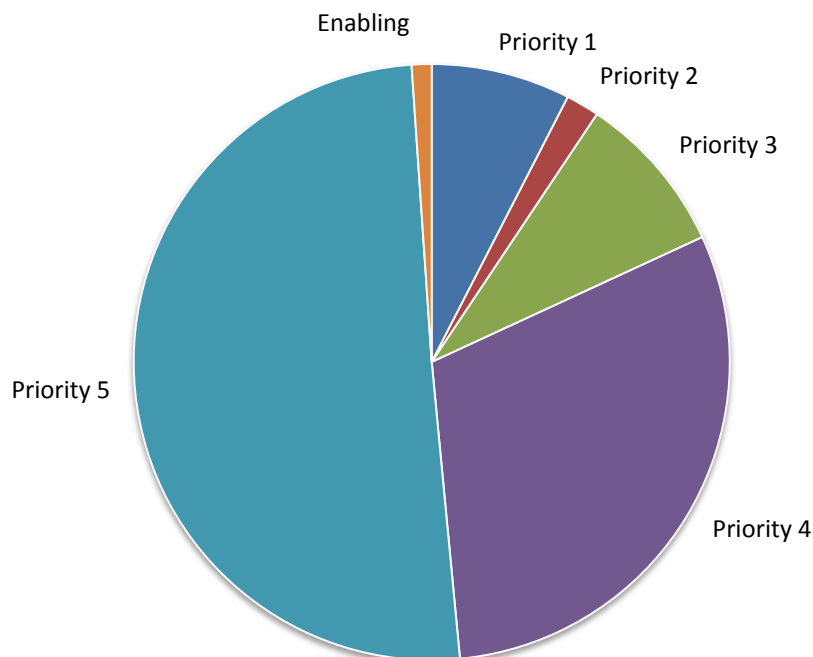
**£144m**

**£34m**

**£167m**

**£578m**

**£959m**



## **Priority 1 Outstanding for all - Children**

### **Enable every child and young person to have the best start in life, with high quality education**

#### ***Early Years and Childrens Centres***

59. Providing quality early years settings and supporting the proposed 30 hour free childcare offer is a high priority for the Council, and, subject to government support, significant new investment over the next 5 years will be planned to provide an additional 1,500 places required to fulfil this ambition.
60. Following recent consultation on the future of Haringey's Children's Centre Network, it is likely that capital investment will be required in a selected number of centres to allow a redesigned offer to be maintained in certain areas.

#### ***Primary Schools***

61. The agreed expansions of St Mary's Primary School and Bounds Green Primary School will conclude in 2016. Our forecasts indicate that the borough has sufficient primary capacity for the next 10 years, and the Council can now direct its investment towards improving the suitability and condition of accommodation at those schools most requiring investment to raise achievement and attainment.

#### ***Secondary Schools and Post 16***

62. The Council will need to ensure sufficient capacity in its secondary schools and potentially grow its Post 16 offer in a number of locations as the larger year groups currently at primary school move through to secondary school. The Council is also reviewing the location of education provision as part of its Tottenham Regeneration plans. Investment of £x over the next 10 years is planned for this sector.

#### ***Youth Zone***

63. The Council is exploring the potential for different commissioning models for Youth Services. The Youth Zone model of partnership with an experienced charity provider is being explored for North Tottenham, alongside the review of current services at Bruce Grove.

#### ***Hub for Special Needs assessment***

64. We want to develop a centre for specialist assessment and therapy for families with special needs children. The aim is to provide an integrated health and education assessment service, a one stop shop for families to access services in an easy to access and supportive centre.

## **Priority 2 Outstanding for All - Adults**

### **Empower all adults to live healthy, long and fulfilling lives**

#### **Adult services and health integration**

65. The focus of Adult Services is on keeping people in the community through supported living. As a priority, the aim is to develop a 15 – 20-year plan to identify what is required to deliver services on the basis of supported living.
66. Our October 15 consultation proposals included:
  - changing some day centres to re-ablement hubs
  - potential day centre and home closures including options for transferring to a social enterprise, private sector commissioning and continuation of in-house provision.
67. Day services are provided via a social enterprise model with some provision in-house. The service is closing three of four learning difficulty buildings and retaining one purpose-built site to be run by the social enterprise, with an associated rental income stream.
68. The Council is also considering the establishment of a company for shared living and re-ablement, with Haringey as the main shareholder.
69. A number of assets are currently being reviewed with the aim of moving to a service delivery model that is focused on supported living, re-ablement, intermediate care and community hubs.
70. There are also plans for the use of technology in order to improve and enhance service provision with a digital front-end planned in the short term and integrated case management and supported mobile working planned for the medium term.

## Priority 3 Clean and Safe

### To secure excellent transport infrastructure

71. Investment in transport infrastructure is a key part of the Council's programme to support economic growth and improve the health and wellbeing of our residents and businesses. The Council is in the process of producing a new Transport Strategy. The new strategy will provide an appropriate context for a full revision of Council priorities for transport investment funding for the future. The Transport Strategy is expected to include plans for cycling and walking and parking.
72. It will be used to lobby the central government, the GLA, TfL and other potential funding bodies. It will also link up with the North London Transport Plan, expected to be published in 2015. Further influences on the Transport Strategy include:
  - a. **Development Infrastructure Funding Study by GLA/TfL** – concentrates on Upper Lee Valley – which is expected to be published in late 2015 and lists the demands, requirements and gap in provision, which will result in a prioritised list of ambitions.
  - b. **Study into bus network enhancement** being undertaken, including identification of new routes
  - c. **Tottenham Area Action Plan commissioned a transport study**, which highlighted pinch-points/bottle-necks, bus network requirements and identified measures required to mitigate the impact of predicted growth in Tottenham
73. The transport strategy will link to the Corporate Plan, the Local Plan and the Council's regeneration plans as well as other Council areas of responsibility such as air quality requirements. The Transport Strategy is different from TfL's Local Implementation Plan which is a 20 year strategy with 3 year delivery plans. As part of the Delivery Plan London boroughs make annual funding submissions to TfL.
74. The LIP annual spending submission is a key component of the funding available for local transport investment. The Council supplements this funding through its own capital expenditure on local carriageway and footway maintenance, street lighting investment, parking schemes, road safety schemes and developer contributions through the planning process. For 2015/16 total transport investment is estimated at £14m. The LIP specifically supports Priority 2, Priority 3 and Priority 4 of the Corporate Plan, and forms the basis for our projects and programmes to be pursued over the next 20 years. Although the Mayor's Transport Strategy provides the context for our LIP, we have scope to interpret the Mayoral objectives and develop our own transport objectives.
75. In return for funding boroughs are expected to make progress against a number of performance indicators including increasing the levels of walking and cycling journeys as a proportion of all journeys, bus service reliability; principal road condition and road user casualty reduction. Every year TfL indicate any particular additional measures they would like to see reflected in local initiatives. The plan covers both physical renewal

and improvement of the Borough's transport infrastructure alongside softer measures to promote behaviour change and engage with wider safety, health and environmental objectives including air quality through support for more walking and cycling.

76. Our overall LIP funding submission for 2016/17 is around £8.4m including major scheme submissions for White Hart Lane station area [to complement the planned reconstruction of the station] and for Green Lanes/Alfoxton Avenue junction as well as for bridge strengthening and assessment.
77. While the scope and extent of this work will be reviewed as part of the Transport Strategy, it is recommended that the Council retain a focus in this area for several reasons; as set out in the Corporate Plan we still need to do more work to promote health and well being; we have targets to meet to reduce carbon and critically a reduction in car use is key to support the regeneration plans for Tottenham and Wood Green. Traffic modelling for the Tottenham Area Action Plan highlighted the necessity to reduce car usage by around 15% with the shift being to more cycling and walking to enable the planned growth to be delivered without severely impacting on the operation of the road network.
78. The current LIP spending submission is therefore putting significant funding towards such schemes which will deliver cycle lanes, cycle parking including on-street cycle hangars and softer measures to encourage safe cycling through training.
79. The Council enhances its local transport investment by seeking investment in the strategic transport network. Haringey would achieve a significant benefit from Crossrail 2 which would link Seven Sisters, Wood Green and Tottenham Hale and the Upper Lea Valley into a new north east to south west underground line. This £27bn scheme, which could be completed by 2030, would provide new journey opportunities, greatly enhance capacity on commuter services and support regeneration in Tottenham and Wood Green, the borough's main regeneration areas. Investment in track capacity on the West Anglia line would allow a much higher service frequency at local stations supporting higher density development in north Tottenham. Similarly the Borough will benefit from electrification and train lengthening on the Barking Gospel Oak line from 2018. With TfL taking over the line through Seven Sisters as part of the Overground network there will be much improved stations and new trains from 2018.

### **Conserve our parks and open spaces**

80. Haringey has more than 600 acres of parks, recreation grounds and open spaces offering a variety of free fun, games and entertainment.
81. Open spaces make an important contribution to our overall quality of life. Our Open Spaces Strategy draws upon a range of information and seeks to establish a longer term vision for the borough's parks and open spaces.
82. The Council is planning to invest in its parks and open spaces provision and, in doing so, will be looking at how the operation of these sites can become self-financing where possible.

### **Libraries and Bruce Castle**

83. Our Face2Face programme of refurbishment of Marcus Garvey Library, Wood Green Library and integrating customer services will provide improved and better designed environments for our residents with better access to technology and improved systems. A further phase of re-fresh for the remainder of the Library network is planned over coming years.
84. The submission of a Heritage Lottery Bid to aid the preservation and restoration of Bruce Castle is planned for 2017.

### **Meet our community safety priorities**

85. The Safer Haringey Partnership is committed to delivering against a number of key objectives set out in the Community Safety Strategy 2013-17. Key Objectives:
  - Rebuild and improve public confidence in policing and maintaining community safety
  - Prevent and minimise gang-related activity and victimisation
  - Break the cycle of domestic and gender-based abuse by working in partnership to promote healthy and safe relationships
  - Reduce re-offending with a focus on 16-24 year olds
  - Prevent and reduce acquisitive crime and anti-social behaviour (to include residential burglary, personal robbery, vehicle crime, fraud and theft)
  - Deliver the PREVENT strategy in Haringey
86. In addition the Council needs to consider how its investment in areas such as street lighting, CCTV and flood defences can contribute to its Community Safety Strategy objectives and its wider responsibilities for community safety.
87. It is expected that the Council's CCTV monitoring centre will move to Marsh Lane in 2017, involving a complete refresh of life expired equipment in a modern secure centre.

### **Contribute to the North London Waste Plan**

88. The seven north London Local Planning Authorities of Haringey, Barnet, Camden, Enfield, Hackney, Islington and Waltham Forest ('North London Boroughs') have joined forces to prepare the North London Waste Plan. The North London Waste Plan (NLWP) will set out the planning framework for waste management in the North London Boroughs for the next 15 years. It will identify sites for waste management use and set out policies for determining waste planning applications. The Boroughs have agreed to start work on a new waste plan to be consulted on in 2016. The capital costs of any joint investment undertaken by the North London Waste consortium will normally be repaid by future increases in the levy. The Council's current medium term financial plan includes provision for increased levy charges in the future, based on previous estimates of the future costs of investment required.

## Priority 4 Growth and Employment

89. Our regeneration strategy aims to ensure that maximum regeneration impact is realised from the major development projects within the Borough, making certain that individual regeneration projects are designed and delivered so that they contribute to core objectives. It will also ensure that links are forged with the opportunities that are being created in the wider London region and that mainstream Council services are oriented to best serve Haringey's regeneration objectives.
90. The Regeneration Strategy has three key priorities:
  - to unlock the potential of Haringey residents through increasing skill levels and raising employment so that they can contribute to and benefit from being part of one of the most successful cities in the world.
  - to transform Haringey into a place in which more people want to live and invest by using the opportunity of major sites and key locations to create positive change.
  - to develop a 21st century business economy that offers opportunities for sustainable employment and enterprise, to help make Haringey a place people want to work, visit and invest in.
91. The Council aims to ensure there is consequential community benefits and essential infrastructure development coming from all growth initiatives. Further details of individual initiatives are outlined below:

### Tottenham regeneration programme

92. The Tottenham regeneration programme was established jointly between Haringey Council and the Greater London Authority (GLA) in 2012, with ambitious plans developed to meet local people's priorities of more job opportunities, better housing and improved transport links. The £41.35m funding package agreed in 2012 has grown further to include GLA Housing Zone funding, and a suite of transport improvement projects led by TfL such as the Tottenham Hale station upgrade.
93. Tottenham Hotspur Football Club's (THFC) plans to develop a new stadium at White Hart Lane will be a key driver for regeneration in north Tottenham. THFC were granted planning permission by the Council in 2011 for the redevelopment of White Hart Lane Stadium and the surrounding land, and a new planning application revising the proposals was submitted in September 2015, targeting stadium completion for the 2018/19 season.
94. Following two years of consultation with residents, the regeneration proposals and plans for High Road West - to the west of the stadium redevelopment - were approved by Haringey Council's Cabinet in December 2014, which set out how 1,200 new high-quality homes, community and leisure facilities and space for new businesses will be delivered. The Council's Cabinet is due to consider the proposed procurement approach to secure a development partner for High Road West in December 2015.

95. The Council has been working with local residents and businesses in Northumberland Park to develop ideas for improving and regenerating Northumberland Park, including proposals for how comprehensive regeneration could achieve residents' ambitions, with ideas including 2,000 new homes, better local businesses and shops, improved open space and transport links, and first-class health facilities and schools. The Council's Cabinet is due to consider in November 2015 the proposal to establish a development vehicle for Haringey, and the potential that the vehicle would take forward the Northumberland Park estate regeneration.
96. The estate regeneration of High Road West and Northumberland Park, and delivery of infrastructure for North Tottenham is subject to a funding bid from HM Treasury and GLA, a detailed business case has been prepared in Autumn 2015.
97. Phase 1 of the Tottenham Housing Zone funding is focused on Tottenham Hale, with £44.115m of funding secured, including £11m Green Link funding, with the funding a mixture of grant and recoverable grant / financial transaction. The Council is in discussions with Hermes Real Estate to bring forward a joint venture (JV) to create a district centre at Tottenham Hale. The Council has developed a District Centre Framework with supporting strategies (Green and Open Spaces, Streets and Spaces) which set out key interventions required in the area, and for which the Council will seek funding.
98. The 'Place' priority of the programme is focused mainly on Seven Sisters, Tottenham Green and Bruce Grove, where a wide-range of projects have been delivered since the programme commenced including public realm improvements, creating new green space, shop front improvements, and bringing key buildings back into use. The programme has been mainly funded by the GLA through the Growth on the High Road programme, and work is underway to scope the next round of interventions.
99. The Tottenham Area Action Plan, part of the suite of Local Plan documents, is being considered by Cabinet in October 2015, which will include the contribution to the Borough's housing growth target and the level of commercial development. The Tottenham regeneration programme will deliver 10,000 homes and 5,000 jobs by 2025/26.

### **Strategic renewal of Wood Green Town Centre**

100. Wood Green's major regeneration programme is being driven by residential and commercial development opportunities, including Crossrail 2 station(s) – either at Alexandra Palace and Turnpike Lane or a central Wood Green station - anticipated to be operational by 2030. Unlocking of development sites; land assembly and the anticipated arrival of Crossrail 2 will dramatically increase land values in and around the town centre.
101. The Council's own land and property assets in the town centre sites, alongside other large brown-field sites are expected to enable between 4,600 and 6,000 housing units over the coming 15 years. Regeneration is being driven by residential and employment aspirations as well as an objective to support the growth of the town centre and prevent further decline in economic performance to preserve its Metropolitan Centre status in the London Plan.

102. The town centre is long and linear, running north-south between Turnpike Lane and Wood Green underground stations, with active frontages largely along the high road itself. There is a lack of public spaces in which to dwell and east-west connections from the high road are limited, isolating the high road from adjacent areas. These spatial challenges and constraints impact negatively on the visitor experience. The town centre is dated and the retail offer generally lacks variety and quality. Although there are two cinemas and a number of restaurants, the evening economy is limited, with most outlets closing before 7pm. This contributes to anti-social behaviour, crime and the perception of crime.
103. The Council's 2015-18 Corporate Plan includes objectives to support growth and development in Wood Green's town centre and the council is committed to using its own land and property assets strategically and to developing planning policy which supports employment growth and good quality residential and commercial development.
104. An investment framework and detailed planning policy (Area Action Plan) is being developed for Wood Green. This will maximise the benefits of existing good transport infrastructure and assess the appropriate social infrastructure (health, education, open space) required. The Area Action Plan is due to be adopted by the Secretary of State by September 2017 (subject to public consultation and independent examination).

### **Use our town centre assets to drive investment and community benefits**

105. The assumption is that the Council's land and property assets in Wood Green will be included in the portfolio of the Haringey Development Vehicle. This will enable the council to take a leadership role in enabling an improved town centre, with better spatial layout, good quality mixed-use residential developments and attractive public spaces.
106. The Council's Accommodation Strategy is being developed as part of the Wood Green Investment Framework and Area Action Plan to ensure that Council assets are utilised to the best effect to deliver fit-for-purpose, multi-use, cost effective, customer-facing customer and civic functions located in the centre of Haringey.
107. The accommodation strategy potentially includes a new, fit for purpose, back-office headquarters and a significantly improved customer facing offer. Given the inter-relationship with the plans for Wood Green, this would likely be delivered via the proposed joint venture

### **Strategic acquisitions**

108. The Council will strategically acquire assets where this better enables the delivery of major Council regeneration projects. The Council aims as much as possible to maintain control over the pace of delivery of major regeneration projects, where land assembly is one of key enablers of successful and timely delivery.
109. Other opportunity assets may also be acquired where this assists the Council's achievement of its Corporate Plan priorities. The Council has made £47m available for strategic acquisitions over the next 10 years.

## Drive energy initiatives

110. Carbon management in Haringey is focused on the successful delivery of the boroughs 40:20 ambition - aimed at reducing CO2 emissions by 40% on a baseline from 2005 by 2020. This programme was signed up to by the leader and cabinet in 2005 and was a result of requests by Haringey residents. 40:20 aims to reduce energy spend through delivering carbon reduction across the borough. And at the same time deliver the economic opportunity for local businesses and home owners through the creation of green jobs and increasing property values and financial savings.
111. The borough has delivered a 13.45% reduction (in 2013) in carbon emissions since 2005. With the councils large scale projects (for example district energy, and working with the business sector) yet to be realised, greater improvement can be delivered.
112. The achievement so far has been inconsistent across the Council's services and the wider borough. The boroughs homes have reduced their carbon emissions by 15.3% since 2005, while businesses have delivered an 8.3% reduction. The Council has reduced its own energy emissions by over 40% showing leadership and delivering financial savings to the organisation. However, with a more collective and focused approach, there is now an opportunity to make carbon management, and other environmental responsibilities, an income generating area alongside the Council's role as a community leader. Alongside tightening legalisation on energy and air quality the council needs to ensure that these legislative requirements are addressed.
113. Together the projects proposed will ensure that the Council is a strong position to deliver leadership and financial savings, wider economic and health benefits, a better environment, and ensure compliance with national legislation.
114. The areas for potential investment are:
  - Solar panel projects – currently commercially viable but under government review – applied to all Council's assets including housing;
  - Energy efficiency programme in corporate and investment properties;
  - Creation of a municipal energy supplier through the delivery of district energy networks and management of energy centres built by developers
  - Retro-fit works to property (homes and businesses) – leading to potential uplift in Council Tax and Business Rates based on valuation uplift, and ensuring legislative compliance
  - Air quality initiatives – mitigation of non-compliance levy
  - Climate change initiatives – mitigation of potential cost to address future impacts
115. Priority 4, Objective 4 states 'We will manage the impact of growth, by reducing carbon emissions across the Borough with the aim of meeting our 40:20 goal, while growing the economy.' This objective cuts across all the other Council priority areas. And the successful delivery of these projects will improve the Councils overall performance and outputs in all areas. To ensure this the benefits provided by existing projects such as Smart Homes need to be promoted and the wider strategic benefits understood.

## **Commercial estate**

116. We have undertaken a full review of our commercial estate over the past year, and have assessed the regeneration potential and the economic contribution made by the investment portfolio as a whole. A number of specific actions have been identified to improve the performance of the portfolio, and these will be addressed on a case by case basis over the next year. We are also investigating whether transferring the management of the estate to the future Haringey Development Vehicle provides an opportunity to secure further economic benefits through more directed management and opening up development opportunities. A final decision on this will be made as part of the overall procurement for the Joint Venture Partnership.

## **Community estate**

117. The Community estate will continue to be managed as specialised part of the main Council estate and there are currently no plans to transfer any of the assets to the HDV. The Council will optimise the use of Community assets in line corporate priorities and service delivery plans and gain an income stream where it is deemed appropriate and beneficial. Community organisations occupying these buildings will gradually be transferred to new model community leases as recommended by the community buildings review.

## **Alexandra Palace**

118. The Council is contributing significantly to the landmark project to restore Alexandra Palace to its former glory, which has secured nearly £18.8m from the Heritage Lottery Fund. The historic restoration will see the palace's original Victorian theatre refurbished into an arts venue, the former BBC studios transformed into a visitor attraction and the East Court repaired and opened up to the public.
119. Under the plans, the Palace's stunning hidden theatre – opened in 1875 – will be brought back to life as a 1,300-seat venue for community and commercial use, with rehearsal space, performances, cinema screenings, live comedy and acoustic music among the ideas backed by leading arts figures. The BBC studios – birthplace of high-definition television broadcasts in 1936 – will be turned into an interactive museum, with access to archives and educational tours.
120. The Heritage Lottery funding covers more than half of the cost of the £26.7million scheme – which gained planning permission in February 2015 – with the Council pledging £6.8m towards the project and the Trust is committed to raising £1m before the start of the project in 2016.

## **Hornsey Town Hall**

121. Since 2007, the Council has been working in partnership with Hornsey Town Hall Creative Trust to find the best way of restoring the heritage features of this art deco building and allowing spaces within the building to be made accessible to the public for the first time in many years, as well as securing its long-term future.

122. Central to the aims of the council and the Trust is the shared desire to:

- Restore Hornsey Town Hall in a way that respects its Grade II\* listed status
- Provide a financially sustainable future for Hornsey Town Hall
- Restore its public spaces and ensure they are fit for purpose
- Allow cultural, community and other activities to take place in the Town Hall
- Allow public access to the building
- Make a positive contribution to the local economy

123. Hornsey Town Hall and Square has been designated an asset of community value (ACV) in recognition of its cultural significance to Crouch End and Haringey.

124. Work to find a sustainable future operating model for the Town Hall is continuing as planned. The Town Hall site will go to the open market in late 2015, with the council hoping to secure a long-term lease arrangement with a partner that will take forward refurbishment works to the listed building as well as redevelopment of the remaining land on the site to provide much needed additional housing units.

## Priority 5 Homes and Communities

### Create homes and communities where people choose to live and are able to thrive

125. Our current draft Housing Strategy 2015 – 2020 sets out a vision:
126. 'Housing is about people and communities, not just bricks and mortar. This means mixed and inclusive neighbourhoods where residents can lead happy and fulfilling lives.'
127. The Strategy for 2015 – 2020 has four simple objectives:
- Improve help for those in housing crisis
  - Ensure that housing delivers a clear social dividend
  - Drive up the quality of housing for all residents
  - Achieve a step change in the number of new homes being built
128. There have been a number of recent changes – many of them outside of the council's control – which meant that the previous Housing Strategy needs updating. They include:
129. The Mayor of London – through his London Plan – has set Haringey an increased target of 1,502 new homes per year for the period between 2015/16 and 2025/26
- Changes in national government policy on local government, housing and welfare mean that Haringey is facing a greater challenge than ever to meet the housing needs of its community, but with less money and fewer staff of its own
  - Haringey's population is growing, from 216,510 in 2001 to a projected 293,749 by 2026, with particular growth in working age and older residents
  - The ratio between house prices and earnings in Haringey has increased from 4.31 in 1997 to 11.15 in 2013. The higher the ratio, the more unaffordable it is for households to access home ownership.
  - Private renting has increased substantially in Haringey since 2001, but there is increasing concern about its quality and management and that as rents increase, even this is an unaffordable option for many people
130. Haringey's drive for new housing forms part of its overall ambitions for regeneration and growth, as set out in both the council's Corporate Plan for and its emerging Local Plan. In the coming years, the council's regeneration efforts will be targeted in its priority areas of Tottenham and Wood Green. The council's vision for regeneration includes new and improved housing alongside other measures including better local town centres; enterprise, employment and training; transport; health; education; community safety; and environmental improvements. The council will have a coordinating role across these areas.

131. The Council recently concluded a review of Housing operations which confirmed the decision to continue managing its existing housing stock through Homes for Haringey. Options for the redevelopment of individual estates are under development, and may involve potential transfer of elements of the estate. Following the Future of Housing Review, Cabinet agreed to note:
132. That a development vehicle is potentially the best solution to progress major estate renewal, maximise the potential for investment in the Council's housing stock, and the delivery of new social and affordable housing.
133. That the Council should aim to replace the same number of affordable habitable rooms and that the deal for tenants is broadly comparable under the vehicle.
134. That the regeneration of Northumberland Park is considered in the context of a potential development vehicle.
135. That given the high stock condition needs and repairs costs at Broadwater Farm, a solution is developed in conjunction with the residents in this context, and consultation with tenants should begin by December 2015.
136. That a regeneration scheme at Noel Park is developed, which builds on the high land values and retains the estate within Council control for the long term and is self-funding.

### **Housing Revenue Account (HRA) estate**

137. The Chancellor's July 2015 Budget has impacted significantly on the aspirations of the Haringey HRA. The intention ahead of the July Budget was to deliver a number of projects, including stock investment, estate renewal and new build, both rental and sales options. However, in light of the new social rent reduction of 1% per year for 4 years, applicable to local authorities and housing associations, this is no longer realistic. This requirement not only impacts on the aspirations of the HRA it makes the HRA Business Plan unviable over the 30-year period if the Council were to seek to maintain and improve its stock in line with its preferred standard.
138. A housing investment and estate renewal strategy, including a financial plan, is planned to be submitted to Cabinet in March 2016 and will update the existing 2013 strategy. The new plans will align with the proposals for a HDV and other ongoing plans and reviews. This will include consideration of how the new build programme will be delivered. In addition Haringey will consider the principles to be applied to the application of HRA capital receipts and the General Fund (GF) contribution to HRA capital investment. The review will establish the relative priorities between the GF ambition gap and the HRA ambition gap and how this informs the 10-year capital investment commitment.
139. The Sheltered Housing stock review will be undertaken over the coming financial year, with a target completion in September 2016. The implications of this review will inform the Capital Strategy and other associated strategies and plans.

140. The Council's approach to stock investment has been to implement the Decent Homes Programme alongside a range of other investment to maintain and improve the stock to a standard above the minimum.
141. The February Cabinet approved a Stock investment capital programme for three years, of £55.2m in 2015/16; £49.853m in 2016/17 and £48.180m for 2017/8. The expenditure on the HRA stock consists in this year of £32.9m Decent Homes work, and the remainder on essential work, such as asbestos removal, mechanical and electrical works, and other works above the Decent Homes standard, such as aids and adaptations, and energy conservation.
142. There is also a sum allocated for the start of our new build programme, which is £28.3m in 2015/6.
143. Alongside this investment programme, the Council has recognized that there are some estates that need a level of investment that cannot be afforded within the existing capital programme resources, resources which are also being reduced by the impact of Government policy.
144. The second string of the approach to the investment in the stock therefore, has been to set aside certain estates, remove them from the Decent Homes programme, and look for additional imaginative approaches to the refurbishment and regeneration of the stock. This programme, called the Estate Renewal Programme, is currently in the planning stage. £8.4m has been set aside in 2015/6 for Love Lane, Capacity studies have been carried out on some estates and consultation with tenants has also begun.
145. Cabinet on 14<sup>th</sup> July 2015 approved the priorities for Decent Homes investment in 2016/17 and re-programmed some Decent Homes investment works.
146. In the light of the delays to the Decent Homes investment that some estates have suffered it is anticipated that solutions for these estates will be brought forward in a refreshed Estate Renewal Investment Strategy in March 2016. Noel Park is one of these estates, and an option appraisal has been undertaken to consider how a self funding solution can be developed using some earmarked resources, (£6m from the Decent Homes programme) and additional resources from the HRA with potential capital receipts to take forward the required investment need of £35m over the next five years.
147. The Council is currently reviewing the way forward for the New Build Programme. Given the changes in the financing of the HRA, the Council will need to investigate alternative funding solutions for the new build programme.
148. The overall resource position will be set out as part of the Council's HRA Business Plan in February 2016, and the investment strategy being submitted to Cabinet in March.

## **Enabling investment**

149. The Council's enabling investment, via its customer, business improvement and workforce programmes is crucial in enabling the Council's wider investment ambition. This includes investment in the ICT infrastructure and partnering with front line services to deliver technology based transformation and improved customer services.
150. In line with our corporate plan we have established a Shared Service Centre and continue to invest in the technology that will increase the ability of internal and external customers to access help fast, to be able to use self service technology to obtain what they need as efficiently as possible, and to provide improved customer experiences across all of our range of services.
151. Our workforce transformation plans will also feed through to new information technology requirements and revised accommodation plans to further improve the economy and effectiveness of our work.

## **Governance and Working in Partnership**

152. Each Priority Board is responsible for overseeing the investment programmes and outputs and outcomes for capital investment under its remit. Member oversight is exercised via each of the Priority Strategic Boards.
153. It is proposed that the existing methods of commissioning capital works across Departments/Business Units are centralised through one single point of entry. All programmes and works will be approved by the Capital Board in order to achieve a strategic overview of all capital works and related financial forecasting/spend.
154. Improved Partnership working – the Council recognises that partnership working is going to be crucial for the successful delivery of its major capital investment plans. Senior leadership need to build partnership influence and strategic cooperation. It is recognised that this has been an area of weakness in the past but the Council is now geared up to work in partnership to achieve its objectives against the identified corporate priorities.
155. Realistic view of our capacity to deliver – the Council will ensure that the pace of our ambition is matched realistically to our resource and financial capacity.
156. Performance analysis – the 10-year capital investment model will be used and developed on an ongoing basis to enhance the Budget performance analysis reported to Cabinet.

**Report for:** CABINET

**Item number:** 15

**Title:** High Road West Regeneration Scheme Update and Next Steps

**Report authorised by :** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Sarah Lovell  
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02018 489 2025.

**Ward(s) affected:** Northumberland Park Ward

**Report for Key/  
Non Key Decision:** Key Decision

## **1. Describe the issue under consideration**

- 1.1 In December 2014, following three years of consultation with the local community, Cabinet agreed the High Road West Masterplan. The Masterplan sets out an overarching vision and principles for development for the High Road West Regeneration Scheme.
- 1.2 This report details the progress made with the High Road West Regeneration Scheme since the December 2014 Cabinet decision. It also presents a business case for the preferred delivery structure for High Road West and seeks approval to commence a procurement process to secure a development partner using the Competitive Dialogue procedure under the Public Contract Regulations 2015.

## **2. Cabinet Member Introduction**

- 2.1 With the potential to deliver 10,000 new homes and 5,000 new jobs, Tottenham is London's next big growth opportunity. As set out in our Corporate Plan, we are committed to harnessing our assets and potential to drive the growth required not only for Haringey, but London as a whole.
- 2.2 Our commitment to delivering regeneration and investment to Tottenham, and transforming outcomes for local residents, is demonstrable. Through the announcement of Tottenham as London's first Housing Zone which will see the delivery of thousands of new homes in Tottenham Hale, significant investment in training, jobs and health programmes for existing communities and Cabinet's approval in November 2015 to initiate a procurement process for a Haringey

Delivery Vehicle, which will secure investment and expertise to unlock assets and drive growth through town centre regeneration, estate renewal and economic expansion, our commitment to positive change is clear.

- 2.3 In relation to High Road West, we have shown our commitment by agreeing the High Road West Masterplan. The delivery of the High Road West Masterplan will transform the Northumberland Park Ward, which currently experiences fundamental social and economic disadvantage (where male life expectancy is eight years lower than the borough average), and which is dominated by poorly designed and fragmented housing estates and industrial land, into a new leisure and residential destination for London. The housing offer, in a ward largely dominated by single tenure housing, will also be transformed through the delivery of at least 1,400 new, mixed tenure homes that will help create a genuinely mixed and sustainable community.
- 2.4 We have also made significant progress since agreeing the Masterplan. Indeed, with 45 Love Lane tenants already successfully rehoused, a supportive rehousing team in place, the acquisition of leasehold properties underway, negotiations progressing with businesses and positive dialogue established with HM Treasury in relation to public sector funding - the scheme is progressing at pace. As such, we are now in an exciting position to take the next crucial step towards delivering the significant growth and transformative change set out in the High Road West Masterplan.
- 2.5 This report recommends how we should secure a development partner to work in partnership with the Council to deliver our aspirations for the High Road West area. It is vitally important that we secure a development partner. We cannot bring transformative change alone. Against a back drop of increasing funding constraints with caps on, and significant costs associated with, prudential borrowing, as well as, the decrease in housing rents (1% per year for four years) and thus revenue streams, we must look to the private sector to help provide the new homes, employment opportunities and high quality community facilities that our residents require.
- 2.6 Through the delivery structure and procurement process detailed within this report, we are confident that we can find a partner who will share our objectives and vision and will be willing to establish a working partnership. As residents are a vital component of our partnership, members of the Love Lane Resident Design Panel will be invited to participate in the procurement process.
- 2.7 In early 2017, we expect to have finalised the procurement process and will return to Cabinet for approval to appoint the preferred development partner.

### **3. Recommendations**

- 3.1 It is recommended that Cabinet:

- i. Approves the High Road West objectives (para 6.18) which will inform the High Road West delivery and procurement objectives.
- ii. Notes the business case (Appendix 1) setting out the preferred delivery approach for High Road West and gives delegated authority to the Director of Regeneration, Planning and Development, after consultation with the Cabinet Member for Housing and Regeneration to refine and finalise the delivery structure following the conclusion of the soft market testing exercise.
- iii. Agrees to the commencement of a Competitive Dialogue Procedure under the Public Contracts Regulations to procure a commercial partner, to deliver the High Road West Regeneration Scheme.
- iv. Gives Delegated Authority to the Director of Regeneration, Planning and Development, after consultation with the Cabinet Member for Housing and Regeneration to agree all documentation required to support the procurement process.
- v. Gives Delegated Authority to the Director of Regeneration, Planning and Development, after consultation with the Cabinet Member for Housing and Regeneration, to deselect bidders, in line with the evaluation criteria, throughout the procurement process and to return to Cabinet for approval of the preferred bidder following the conclusion of the procurement process.
- vi. Note the indicative phasing plan, which can be found at Appendix 2, and to agree to commence the re-housing process for phase 2 of the Love Lane Estate. This will require all secure Council tenants within phase 2 to be put on the housing register and awarded 'Band A' priority status for rehousing

#### **4. Reasons for decision**

- 4.1 The Council has set out in its Corporate Plan and associated strategies, a set of challenging social, economic and regeneration objectives. It also has challenging economic and housing growth targets from the London Plan.
- 4.2 Agreeing the business plan and initiating a procurement process to appoint a development partner, and thereby taking forward the delivery of the High Road West regeneration scheme in a timely and efficacious manner, will support the Council's objectives and delivery against these challenging economic and housing growth targets.
- 4.3 Agreeing to open up the second phase of the rehousing process will ensure that these residents' housing choices and options are maximised and this in turn will support the expeditious delivery of the development and regeneration process.

#### **5. Alternative options considered**

- 5.1 The potential alternative options are considered in detail in the business case attached as Appendix 1 and examined in the body of this report.

## 6. Background and summary information

### Background

- 6.1 The Council has a major commitment to both housing and employment growth through the Council's Corporate Plan 'Building a Stronger Haringey together', and through its contribution to the London Plan's housing and jobs targets. The nature and scale of these ambitions are further set out in the Council's Economic Development and Growth Strategy and in the draft Housing Strategy. More specifically for Tottenham, the Strategic Regeneration Framework (SRF) - a landmark 20-year vision for the future - sets out the need to deliver at least 10,000 new homes and 5,000 new jobs in Tottenham over the next twenty years.
- 6.2 The agreement of the High Road West Masterplan, in December 2014, following three years of consultation with the local community, was a major first step in realising the Council's regeneration and growth ambitions and meeting the targets set out in the SRF. The successful delivery of the Masterplan will deliver:
- A minimum of 1200 new homes of different size and tenure to meet the needs of the community, in a new safe and attractive neighbourhood set around a new community park;
  - A stronger business economy delivering hundreds of new jobs and training opportunities through the provision of modern, flexible workspaces in addition to new leisure, sports and culture related business and employment opportunities;
  - A safe and welcoming gateway to north Tottenham through the provision of a high quality public square, which will provide an important new link between a realigned and improved White Hart Lane station entrance and the High Road. This spacious, high quality outdoor space will be the focus of community, cultural and leisure activities – bringing together existing and new residents, visitors and businesses;
  - Improved quality of life and life chances of existing and future residents through provision of high quality community and leisure facilities to match the best facilities across London;
  - An increase in the amount and the quality of both public and private open spaces ensuring that all residents have access to both public and private space; and
  - Provides for an improved High Road with a wider range of shops and an improved environment.
- 6.3 The Masterplan not only responds to the regeneration and growth aspirations of the Council, but also the socio-economic and planning context of the area, which were set out in detail in the December 2014 Cabinet report.
- 6.4 Since agreeing the Masterplan, a number of important steps have been taken to facilitate the delivery of the regeneration scheme. These are detailed below.

### Initial Demolition Notices

- 6.5 On February 9th 2015, Initial Demolition Notices were served on all properties on the Love Lane Estate. These notices set out the Council's intention to demolish the Love Lane Estate within the next five years and suspended any Right-to-Buy applications.

### Rehousing

- 6.6 At the time that the Masterplan was agreed, there were 212 secure Council tenants living on the Love Lane Estate; 96 tenants in phase 1 and 116 tenants in phase 2. Since then, significant progress has been made in relation to the Rehousing process for Love Lane residents. This includes:
- All rehousing and compensation procedures developed and agreed by the Director of Regeneration, Planning and Development;
  - Dedicated Rehousing Officers secured to support residents;
  - Weekly rehousing surgeries for residents established at the Grange;
  - A detailed move guide developed for residents;
  - The Ambrose and Mallory Court Local Lettings Plan agreed by the Cabinet Member for Housing and Regeneration
  - Detailed needs assessments completed with 91 residents
  - 46 tenants successfully rehoused, this includes:
    - 33 tenants moved from phase 1
    - 13 tenants moved from phase 2

### Love Lane Leaseholders

- 6.7 There were 85 leasehold properties on the Love Lane Estate when the Masterplan was agreed, this included 65 Leaseholders in phase1 and 20 in phase 2. In relation to phase one, the Council has:
- Purchased two leasehold properties within Phase one of the Love Lane Estate.
  - Agreed values with a further two properties and is currently finalising the conveyancing
  - Completed valuations with a further 5 properties in phase one.

### Love Lane Design Panel

- 6.8 The December 2014 Cabinet Decision gave approval for the Council to establish a Love Lane Design Panel. The Design Panel provides for the Love Lane residents' engagement in design of the High Road West development scheme. The process is based on the Residents Charter which was also agreed by Cabinet in 2014.
- 6.9 The Design Panel has now been established and is being supported by the Council and the Independent Tenant and Leaseholder Advisor (ITLA) working

for Love Lane residents. The ITLA has been working with residents to develop their capacity regarding architectural knowledge and skills and aim to produce an aspiration Design Guide, which will be incorporated into the procurement and design process promoted by the Council.

## **Summary Information**

### Delivery approach and financial modelling

- 6.10 In February 2015, Bilfinger GVA (GVA) were appointed as the Council's commercial advisors and were commissioned to work with the Council and its external legal advisors to develop a preferred delivery structure for High Road West and determine the most appropriate process for securing a development partner. The conclusion of this work is detailed in the business case attached at Appendix 1 and is explained in section 5 below.
- 6.11 As part of their commission, GVA have also tested the viability of the regeneration scheme. This has included investigation into the detailed costs associated with delivering the scheme and the likely future sales values. The financial assessment has shown that significant public sector funding will be required to deliver the scheme. This is due to the considerable land acquisition costs, including the costs of associated with rehousing residents and businesses, the large infrastructure costs and low sales values in the area.

### Treasury Green Book Outline Business Case

- 6.12 To secure the necessary public sector funding to support the High Road West regeneration scheme, Officers have developed and submitted an Outline Business Case to Treasury and are in ongoing negotiations with the GLA. This Business Case seeks funding to support the delivery of regeneration in north Tottenham, including the High Road West Regeneration Scheme and any future regeneration scheme in the Northumberland Park Estate area.
- 6.13 In total the Council is seeking £166m of public sector funding to support physical regeneration in north Tottenham. There is an ongoing dialogue between the Treasury, the GLA and Council Officers and it is anticipated that a commitment to funding will be made ahead of initiating a procurement process in the new year.

### Area Action Plan

- 6.14 As detailed in the December 2014 Cabinet report, the Planning Service have been developing the Tottenham Area Action Plan (AAP) – a statutory planning document which will guide future development in Tottenham. In relation to High Road West, the key principles of the High Road West Masterplan will be embedded in this document. Since December 2014, the AAP has been through a Regulation 18 consultation and Full Council will be asked to approve the next version of the document for Regulation 19 consultation in November 2015. The AAP is programmed for adoption in 2016.

### Defining the delivery approach

- 6.15 As detailed above, GVA have been commissioned to work with the Council and its external legal advisors to develop a preferred delivery structure for High Road West and determine the most appropriate process for securing a development partner.
- 6.16 It has been clear from the outset that the Council will need to seek a development partner to work in partnership to deliver the scheme. Whilst the Council does have some land assets in the regeneration area (the Love Lane Estate), the Council is unable to carry out the regeneration on its own, it does not have the in-house capacity, experience or expertise to deliver the scale of change set out in the High Road West Masterplan. It is also the case that, despite potential funding support from the Treasury, the Council would still not be able to raise the funding for the significant costs associated with the development due to the increasing funding constraints with caps on, and significant costs associated with, prudential borrowing, as well as, the decrease in rents (1% per year for four years) and thus revenue streams.
- 6.17 The starting point for determining the optimum delivery structure and partnering arrangements for a development partner has been to consolidate the Council's objectives for the regeneration scheme. This has been achieved by reviewing the key elements of the High Road West Masterplan and related Cabinet decisions, and aligning the High Road West objectives with the objectives agreed by Cabinet in November 2015, in relation to the Haringey Delivery Vehicle.
- 6.18 This process has led to the development of the following objectives:
- To deliver comprehensive regeneration of the High Road West area that creates a vibrant, attractive and sustainable neighbourhood and a new sports and leisure destination for London.
  - To regenerate the Love Lane Estate, ensuring that all current secure tenants are rehoused in high quality homes within the area.
  - To deliver a broad mix of tenures including innovative new affordable housing products and PRS in a tenure blind development.
  - To provide new employment opportunities and deliver an increase in the number of jobs in the High Road West area.
  - To deliver new community infrastructure that meets the needs of an increased population, including a new library learning centre and social and if necessary health and educational facilities etc.
  - To deliver uplift in the amount and quality of public space in the area, including a new public square, which is activated with community and other uses, to link White Hart Lane station to the High Road.
  - To ensure the Council maintains influence and control, above and beyond planning powers, to deliver the maximum possible public value.

- To ensure that any future development partner is committed to facilitating the delivery of the objectives set out in the Tottenham People Programme.

6.19 Along with detailed Heads of Terms, still to be finalised these overarching objectives will inform the forthcoming procurement exercise to secure the right partner for the High Road West development.

What type of delivery structure does the Council require?

6.20 Having ascertained the objectives, the business case then considers three potential delivery structure options which the Council could implement in order to fulfil its objectives. These options take into account the Council's financial and investment capability, the type of partner the Council wishes to engage with and the need to meet the objectives of the Council. Consideration has also been given as to ensuring that the options are deliverable in that they meet the Council's objectives but are also attractive to the market.

- Option 1- A basic contractual development agreement

This structure passes development and financial risks onto the development partner and as a consequence limits the control and rewards the Council will receive. However, the contractual arrangements will protect the Council's interests and will set out how the Council can take a share in any value or profits made by the scheme.

- Option 2- A partnership development agreement

This structure enables the lead developer to deal with site preparation, planning and infrastructure to enable the development and create the 'development platform' that works alongside the Council and agrees to enable other specialist developers to participate in downstream development.

- Option 3- A joint venture entity

This structure presumes that the Council and the partner contribute land and funding and by which the JV becomes the developer with a (eg.) 50/50 decision making and development management arrangement with the partner.

6.21 It should be noted that consideration has been given as to whether High Road West should be included as part of the Borough-wide Delivery Vehicle. However, it has been concluded that High Road West should be delivered independently of the Delivery Vehicle because of the following:

- The council would like to accelerate delivery across both High Road West and the Northumberland Park Estate. Putting them into the same vehicle is likely to lead to more of a sequential approach to both estate renewal projects (given proximity and similarity in nature); and
- The council has high ambitions for qualitative outcomes on both projects. Delivering both through a single JV partner or consortium may create risk in this regard due to a number of factors including lack of diversity of product

and/or lack of market competition and/or undue pressure placed on single party/consortium to meet programme aspirations.

### Analysis of options

6.22 As members will see the business case details a high level financial review of the three options as well as a strategic review of the delivery options. The strategic review, considers the following:

- The extent to which they will support the council in fulfilling the aims of the Corporate Plan and Strategic Regeneration Framework for Tottenham;
- The extent to which they meet the required project outputs and objectives of the council; and
- The high level pros and cons of each option.

6.23 Each option is assessed on a score range of 0-5, wherein zero is the lowest performing score relative to the assessment parameter, and five is the highest. The results of the strategic review are detailed in the table below:

Assessment Parameter	Option 1 – Conventional DA	Option 2 – Partnership Development Model	Option 3 – Joint Venture	Comment
Balancing the Council's capital receipts with long-term revenue	2	2	3	Option 3 offers the most flexibility to secure long-term revenue. However, this is based on putting the council's capital, i.e. land into the joint venture and returns i.e. profit is not guaranteed.  All options offer opportunity for council debt-funding development, which will deliver a margin on lending for the council.
Extent to which option relies upon the skills and experience of council	4	2	1	Option 3 requires significant resource commitment from the council, which will require an on-going revenue budget.  Option 2 will also require the same, but to lesser extent.  Option 1 requires the least development skills and experience and will have the least revenue costs for the council.
Extent of private sector investment against council investment	5	4	3	In Option 3 there is a share split in investment between public and private sector.

Assessment Parameter	Option 1 – Conventional DA	Option 2 – Partnership Development Model	Option 3 – Joint Venture	Comment
				<p>Option 2 requires 100% private sector investment (following land assembly) however, the Council's land is placed at some risk.</p> <p>Options 1 requires 100% private sector investment (following land assembly) with no risk being placed on the Council's land.</p>
Extent to which facilitates the leveraging of external forms of public funding	4	2	4	<p>In option 2 the LDP (not owning land) is more constrained in terms of securing external public funding (e.g. Build to Rent Fund).</p> <p>In Option 3, as a private company a JV public/private vehicle is as able to secure such funding as in Option 1.</p>
Deliver a broad mix of tenures including innovative new affordable housing products and PRS in a tenure blind development	3	4	4	Both option 2 and 3 provide opportunities for innovation. Option 1 may meet these objectives but the lower level of control from the council means it will be difficult to control the development post-commercial close.
To ensure the council maintains influence and control, above and beyond planning powers, to deliver the maximum possible public value	2	3	4	<p>In Option 3 the council maintains a veto power on actions of the vehicle, in Option 2 it is able to influence the actions of the developer through a Project Exec Board (or similar).</p> <p>Through appropriate governance structures and contractual bases, in Option 1 it may also be possible to secure influence over some key decision making, albeit this is less pronounced than in Option 2.</p>
To ensure that any future development partner is committed to facilitating the delivery of the	4	4	5	A high degree of control in this respect can be achieved by way of the partner procurement competition (& resulting contract structure); albeit through a JV these powers of control and influence are greater.

Assessment Parameter	Option 1 – Conventional DA	Option 2 – Partnership Development Model	Option 3 – Joint Venture	Comment
objectives set out in the Tottenham People Programme				
The council wishes the developer partner to deliver affordable housing and community infrastructure.	4	4	4	All three options allow the council to specify and deliver such minimum requirements.
The council does not wish to take direct development risk.	5	3	1	In option 1 the council's risk is crystallised at the point of commercial close and it will not participate in development risk. In Option 2 the council takes some land price risk and in Option 3 the JV acts as developer and therefore is fully exposed to development risk.
The council seeks innovation in masterplanning within AAP parameters	3	4	4	Subject to the council providing for such flexibility, all three options allow for innovation in this respect, albeit in Option 1 the partner is typically asked to innovate and crystallise a scheme through the procurement process; whereas in options 2 and 3 the schemes tend to develop more following commercial close.
The council requires financial transparency and open book accounting	2	3	4	All three options allow for open book accounting. However, in Option 3 the council will have full access to the accounts of the vehicle. In Option 2 the council will have visibility such matters via a Project Executive Board. In Option 1 the council will inevitably have less access to the accounts of the developer.
Private sector appetite taking into account nature and scale of development	5	3	1	The relative lack of development scale, complexity of delivery, and extent of competing JV schemes across London (incl. the planned LB Haringey Delivery Vehicle) mean that JV approach carries significant market appetite risk. This noting that JVs of this kind attract a 'narrow field' of interest. Option 1 and 2

Assessment Parameter	Option 1 – Conventional DA	Option 2 – Partnership Development Model	Option 3 – Joint Venture	Comment
				are more conventional with wider appeal.
Total score	43	38	38	

### The preferred option

- 6.24 As a result of the analysis, Option 1 (a development agreement) is the recommended option, because it is the model that best provides a means by which the Council can achieve its objectives.
- 6.25 This option allows the Council to retain the required level of control and responsibility including control of key aspects of the development (meeting assurances given to residents and land assembly) and the opportunity to share in any future additional value created through; uplift in the land value from obtaining planning permission and overage arrangements. However, it exposes the Council to the least amount of development and financial risk and the lowest ongoing revenue costs.
- 6.26 This option is also simpler and more cost effective to procure, both from a Council and a developer perspective. This will make it considerably more attractive to the market, which may consider a full-joint venture approach too expensive and complex for the development at High Road West.
- 6.27 It is also the case, that the council is promoting a separate joint venture delivery vehicle at the same time; HRW will be competing with this and other partnering opportunities across London.

### Structure and Governance

- 6.28 With a development agreement scenario, the Council will enter into a Development Agreement with a Lead Developer Partner, with land transfer usually conditional on planning and other matters i.e. conditions precedent.
- 6.29 This proposal provides the Council, via a Project Steering Group (PSG) with control over certain elements of the scheme. The PSG will receive reports on the progress of the land assembly, masterplanning and other strategic outcome of the scheme from the lead developer partner. The Council envisages that the PSG will take collective decisions and agree the strategic direction of the phased development programme.
- 6.30 However, the exact make-up and roles/responsibilities and decision-making powers of the PSG will be determined through the course of the developer partner procurement process.

- 6.31 All of the above is protected legally within the Development Agreement. Plot covenants may be imposed in each land transfer which seeks to protect the community by setting out some basic rules of what is and what isn't acceptable. This will ensure that the Council can meet the assurances made to the community and protect the vision for the area, set out in the Area Action Plan.

Procuring a development partner

- 6.32 The Council's external Legal Advisors, Eversheds, have been working with the Council and GVA to determine the optimum procurement route for a development partner and section 2 of the business case sets out the recommended procurement route for High Road West.
- 6.33 Eversheds have advised that to secure a development partner and establish a partnership development agreement structure, the optimum procurement route would be a competitive dialogue, under the Public Contract Regulations 2015 European procurement process. A competitive dialogue procurement process will allow the Council to have detailed negotiations with bidders within a competitive environment, so that the Council can secure the most efficient partnership.
- 6.34 A number of work streams need to be progressed before a procurement process for High Road West can be commenced. The work streams include:
- Development of detailed Heads of Terms
  - Development of an affordable housing specification
  - Development of a library learning centre specification
  - Infrastructure and topographical studies of the area to be completed (work already commissioned)
  - Development of specification for a site and infrastructure to provide Decentralised Energy to the North Tottenham area
  - Detailed title information collated
  - Development of the scoring and evaluation criteria
  - Development of the procurement documentation (PIN, OJEU notice, invitation to participate in dialogue (ITP), invitation to submit final tenders (ITFT)
  - Establishment of a data room
- 6.35 Following the development of the work streams above the Council will be able to initiate the procurement process. The procurement process is likely to take between 10-12 months to complete, a summary of the key procurement stages is detailed below:
- Issue a PIN
  - Developers day held
  - The issue of an OJEU notice
  - Memorandum of Information and Pre Qualification Questionnaire Stage
  - Dialogue Phase
  - Submission of final tender
  - Evaluation
  - Preferred bidder and documentation phase

- Contract award

- 6.36 Members will be fully briefed on the progress of the above stages of work. At this stage Cabinet's authority is not being sought to set to dispose of its land holdings in the High Road West area, but rather to move on to the next stage and embark on a formal procurement process. If Cabinet is minded to do that, it will be asked in due course to make two further decisions; firstly, following evaluation, to agree the preferred bidder, and finally, following appropriate due diligence and formal documentation, agree the terms of the disposal of the Council's land.

#### Involving Residents in the procurement process

- 6.37 As mentioned in paragraph 6.9 above, the Council has established a resident Design Panel. The purpose of the Design Panel is to involve residents in the design of the High Road West Regeneration Scheme. The Panel have been developing an aspiration Design Guide document which sets out their aspirations for new homes in the regeneration area.
- 6.38 Officers have agreed to issue the Design Guide to bidders as part of the suite of procurement documentation. This is to ensure that bidders are aware of residents' aspirations from the outset.
- 6.39 Officers have also agreed that three representatives from the Design Panel and the Chair of the Love Lane Residents Association will to attend bespoke dialogue meetings with bidders relating to community engagement and design to ensure that the Council seeks residents' views and is meeting its assurance to involve residents in all stages of the regeneration scheme.

#### Land Assembly

- 6.40 To guarantee the successful implementation of the High Road West Regeneration Scheme the Council will need to secure all of the land required within the regeneration area.
- 6.41 The Council's principal and preferred method of acquiring land is through negotiation and private treaty agreements with individual landowners, and in this respect, negotiations have commenced with a number of land owners.
- 6.42 To help progress negotiations and dialogue with land owners in the High Road West area and to meet the assurances set out in the Business Charter (agreed at Cabinet in December 2014), as a next step, the Council will need to procure a property agent who has specialist knowledge of the property market in Haringey. This agent will be able to work with affected businesses to secure suitable relocation sites within the borough. The majority of affected businesses will not need to move for a number of years, but initiating the process of relocation early allows commercial and industrial sites, to be secured as and when they become vacant.

- 6.43 It should be noted that within the current draft AAP, the Council states that it will consider use of its statutory powers, including compulsory purchase, to deliver its planning and regeneration objectives as set out in the draft AAP. High Road West is identified within policy AAP1 of the draft AAP as a priority for comprehensive, masterplanned regeneration, and as a site where compulsory purchase may be required to deliver this comprehensive approach. This wording should provide potential development partners with some comfort that the Council is seeking to put in place the necessary planning policy underpinning to justify being able to secure all of the land within High Road West for regeneration before they commit to a lengthy and costly procurement process.

#### Love Lane Rehousing – Phase 2 tenants

- 6.44 As detailed in paragraph 6.6 above, the Council initiated the rehousing process for secure council tenants in phase 1 of the Love Lane Estate in December 2014. In February 2015, following the agreement of the Ambrose and Mallory Court Local Lettings Plan, tenants from both phase 1 and phase 2 had the opportunity to move to Ambrose and Mallory Court – new homes built by Newlon Housing Association in the north of the High Road West regeneration area.
- 6.45 The table below details how many tenants are left in phase 1 and phase 2 of the Love Lane Estate.

	Phase 1	Phase 2	Total
Remaining tenants	62	87	149

- 6.46 The council has undertaken to offer replacement homes to all those tenants who wish to remain in the area, however, it is clear that some tenants do not wish to stay and have other aspirations to move elsewhere. Phase 1 of the rehousing process has resulted in 29 tenants moving locally (to Ambrose and Mallory Court) and, a smaller number, moving elsewhere in the borough. To inform the future replacement housing requirement and to understand residents' rehousing needs and aspirations, the High Road West Rehousing Officers have been completing outline needs assessments with tenants in phase 2 of the Love Lane Estate. It is clear from the needs assessments that tenants in phase 2 would like the opportunity to bid and move to homes now.
- 6.47 Whilst this is likely to be a small number, increasing the number of tenants who are in Band A, increases the number of people bidding for properties, this will ultimately have an effect on tenants who are currently in temporary accommodation. However, vacant properties on the estate can be utilised for tenants requiring temporary accommodation (as well as meeting other objectives within the Housing strategy) at a much lower cost than the alternative private sector.
- 6.48 The rationale for initiating the rehousing process for tenants in phase 2 of the Love Lane Estate is set out below:

- The Council only has a finite (7 years from February 2015) period in which to rehouse all residents and demolish the Love Lane Estate;
- A development partner is expected to be in place in early 2017 and work could start on site in 2018; initiating the rehousing process soon as possible allows a broader choice for residents as the development work begins;
- Phase 2 tenants have expressed a desire to relocate now, delaying the decant process will reduce their options for re-housing;
- Within the Love Lane Resident Guide the Council has committed to maximising tenants' rehousing choice;
- The bidding for properties will be spread over a number of years. The Council has designated Rehousing Officers who will help manage the process and prevent unmanageable spikes appearing at either end of the programme;
- Vacant properties on the Love Lane Estate will be utilised to meet the objectives identified within the housing strategy, until such times as they are needed for regeneration. A detailed void strategy is currently being developed, this strategy will detail, for example, the percentage of void properties used for temporary accommodation and how properties will be vacated prior to demolition.

## **7. Contribution to strategic outcomes**

- 7.1 The recommendations outlined in this report are key to delivering the High Road West regeneration scheme in a timely and efficacious way. The High Road West scheme, and the hundreds of millions of pounds of private sector investment it will bring to north Tottenham, supports the Council in the delivery of two of its corporate plan priorities - Priority 4: Drive growth and employment from which everyone can benefit; and Priority 5: Create homes and communities where people choose to live and are able to thrive. In terms of growth and employment, the major new leisure and commercial quarter located around Moselle Square and the new work spaces being created as part of the scheme, will deliver an increase in employment in the area and attract significant visitor spend. As importantly, the High Road West scheme will deliver at least 1400 new homes aimed at a variety of income levels and support our ambitions to deliver a truly mixed and sustainable community in north Tottenham.

## **8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### Finance

- 8.1 This report largely concerns the immediate actions required to implement the next stage of the High Road West Regeneration scheme.
- 8.2 However, in addition to considering the costs (largely revenue) of facilitating the procurement process, the Council also needs to be aware of the need for wider funding support for this scheme due to the inherent viability gap. Unless this funding gap is addressed any procurement process is unlikely to be successful.

- 8.3 Any potential Development partner would expect the Council to provide vacant possession of the site. The cost of this is expected to be £93m in total, of this £8.4m of funding related to buying out of leaseholders and paying homeless costs has already been agreed by Cabinet in Dec 2014, leaving funding of £84.6m to be identified. The Council could seek to identify this funding for its own resources but is constrained by the borrowing cap within the Housing Revenue Account and the need for available General Fund capital to support several other Council priorities. Additionally the viability issues with this scheme mean that the Council could not expect this scheme to be able to pay back all of this funding.
- 8.4 Modelling of the preferred masterplan option has demonstrated that there is a viability gap of (details found on page 25 of the Exempt -Appendix 1 - High Road West Business Case) in delivering this Regeneration Scheme, this arises from costs of securing vacant possession of housing and commercial property and the infrastructure needs of the project exceeding the expected additional income expected from additional housing units.
- 8.5 Therefore, as detailed earlier in this report, to secure the necessary public sector funding, Officers have developed and submitted an Outline Business Case to Treasury. This Business Case seeks funding to support the delivery of regeneration in north Tottenham, including the High Road West Regeneration Scheme and any future regeneration scheme in the Northumberland Park Estate area.
- 8.6 Through the Treasury Green Book Appraisal Business Case the Council is seeking a total of £166m of public sector funding to support physical regeneration in north Tottenham and there is ongoing dialogue between the Treasury, the GLA and Council Officers about this bid. The Council is however, also engaged in negotiations with the GLA in relation to alternative public funding streams which could be available to bridge the High Road West funding gap if the Treasury do not agree the Business Case. Should the Council's Business Case and negotiations with the GLA be unsuccessful then Council will need to reconsider how to fund the regeneration scheme, before proceeding with any procurement process.
- 8.7 In terms of the next steps and recommendations within this report, there are two other main areas where there are financial implications; funding the procurement process to seek a development partner and initiating the rehousing process for phase 2 of the Love Lane Estate.
- 8.9 The High Road West Regeneration Scheme has an existing budget for 2016-17 totalling £538,000, which combines the £343,000 agreed as part of the 3 year Tottenham Team budget agreed in February 2014 and £195,000 for additional staffing resources agreed by Cabinet in December 2014,
- 8.10 The total cost of running the procurement process and supporting resident engagement and re-housing during 2016-17 is estimated to be £1,173,000, therefore there is a funding gap of £635,000. The funding required can be broken down as follows;

- £407,800 – Staffing resources including project management, re-housing and buy-back officers<sup>1</sup>
- £500,000 – Commercial and Legal Advice
- £130,000 – Valuation and Business Support Advice
- £110,000 – Communications, Running Costs of the Grange.
- £25,000 – Library Learning Centre Feasibility

8.11 This cost can be funded by the existing approved budget for the High Road West Regeneration Scheme for 2016-17, which is £538,000, supplemented by agreed funding from the Transformation Reserve, which will be drawn down as spent is incurred.

8.12 Cabinet in December 2014, agreed a total budget of £2,480,000 to fund homelessness, disturbance and related expenditure for existing Council tenants. This was for Phase 1 and Phase 2 on the Love Lane Estate, and thus no additional budget is required to progress this element of the scheme.

#### Procurement

8.13 The Council has sought procurement advice from both the Council's Legal and Commercial advisors in relation to the procurement of a development partner for High Road West Regeneration Scheme.

8.14 The Council's Procurement Team is a member of the High Road West Procurement Team and will be fully involved in the procurement process going forward. The Procurement Team will continue to work closely with the Council's Legal and Commercial Advisors to ensure that the procurement is fair, transparent and adheres to the Public Contracts Regulations.

8.15 Legal

8.16 The Council wants to regenerate the High Road West area and this report seeks authority to carry out a procurement exercise using the Competitive Dialogue procedure and in doing so must comply with the Public Contracts Regulations 2015. There are a number of legal issues that would need to be considered and legal advice will need to be obtained as the procurement progresses.

8.17 Further legal advice will be provided as and when this matter is further reported to Cabinet.

#### Equality

8.18 The Council is required to complete an Equalities Impact Assessment (EqIA) for the purposes of meeting its obligations under the Section 149 of the Equality Act 2010. This requires the Council to have due regard to the need to:

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<sup>1</sup> It should be noted that the staffing resource includes shared resources working on resident engagement on Northumberland Park Estate.

- eliminate discrimination, harassment and victimisation of persons protected under that Act (protected characteristics);
- advance equality of opportunity for protected characteristics; and
- foster good relations between groups who share a protected characteristic and those that do not share that characteristic.

- 8.19 As a first step in the EqIA process, officers have completed a high level screening exercise and believe that recommendations i-v set out in para 3.1 above, have no impact on the nine protected characteristics and as such a full EqIA has not been completed for these recommendations. This is due to the fact that the recommendations are in relation to initiating a process. Once the process has been completed and Officers have selected a preferred development partner and drafted a Development Agreement a detailed EqIA will be produced for Members to consider. This EqIA will be considered when Members decide whether to select the preferred bidder and enter into the Development Agreement.
- 8.20 Officers have completed an EqIA for recommendation vi in para 3.1 which seeks Cabinet approval to 'commence the rehousing processes for phase 2 of the Love Lane Estate.' The EqIA, found at Appendix 3, identifies whether there is an impact on any persons or groups protected under the Act and, if there is an impact explains how the impact will be mitigated.
- 8.21 The analysis conducted within the EqIA compares the profiles of Housing Register applicants and Love Lane tenants living in phase 2, with comparative information available in respect of gender, disability, ethnicity and age only. This demonstrates that both the Housing Register residents and tenants in phase 2 of the Love Lane Estate include similarly high proportions of disadvantaged groups.
- 8.22 It is clear from this analysis that initiating the re-housing process for tenants in phase 2 of the Love Lane Estate will have a positive impact for these groups (gender, disability, ethnicity and age) on the Love Lane Estate, as they will have more re-housing choice and are likely to secure a new home that meets their need quicker. It also shows that this decision will have a negative impact on these groups of households on the Housing Register as these households are likely to have to wait longer to secure permanent accommodation.
- 8.23 Officers will be seeking to mitigate any negative impact on households on the Housing Register by managing the number and speed for which Love Lane households are put into Band A and thus can bid for properties. Tenants can only be put into Band A once they have completed a needs assessment and the assessment has been assessed and verified. Therefore, the Love Lane Re-housing Officers will be able to control the number of re-housing needs assessments completed and assessed, so that the Council can control the number of tenants being put into Band A and bidding for properties.
- 8.24 Officers are also producing an annual supply and lettings plan, which will detail how many void properties will be allocated to the identified groups on the Housing Register. This will include the percentage of properties per year that will be let to residents who require re-housing as a result of estate regeneration

schemes (Band A) and percentage of properties that will be let to homeless households (Band B). This plan is due to be considered by the Council's Cabinet in the new year. If agreed at Cabinet, the plan will be reviewed and agreed on an annual basis and will set the total number of void properties which will be available to each housing waiting list group and will thus be able to ensure that proportionate amounts of housing is supplied to each group.

## 9. Use of Appendices

9.1 The table below details the appendices relevant to this report:

Appendix	Document
Appendix 1	High Road West Business Case (part of this appendices is exempt under Part 3. Information relating to the financial or business affairs of any particular person (including the authority holding that information))
Appendix 2	Indicative phasing plan
Appendix 3	Equalities Impact Assessment

## 10. Local Government (Access to Information) Act 1985

10.1 Background Papers:

- 16<sup>th</sup> December 2014 Cabinet Report- High Road West Regeneration Scheme- Masterplan and Next Steps
- 15<sup>th</sup> July 2014 Cabinet Report- High Road West Regeneration Scheme Consultation.
- 28<sup>th</sup> November 2013- High Road West Regeneration Project - Master Plan Option Consultation Feedback and Next Steps.



## Report

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**COMMERCIAL IN  
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# High Road West

## Business Case Report

November 2015

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Prepared By: Tom Dowman and Oliver Maury  
Status: DRAFT November 2015

**For and on behalf of Bilfinger GVA**

# 1. Introduction

- 1.1 Tottenham is seen as London's next big growth opportunity. This area alone is capable of delivering 10,000 new homes and 5,000 new jobs by 2025 (as directed by the Strategic Regeneration Framework - SRF). Alongside the SRF, the London Plan also sets out a target for Haringey for the delivery of 1,502 homes per annum between now and 2026.
- 1.2 Haringey Council (the council) believes that these ambitious targets can be achieved by leveraging its land and property holdings. By exploiting the strategic value of its assets to best effect it can drive housing and economic growth and ensure that this growth benefits existing residents of the Borough and where possible meets the wider aims of the council's Corporate Plan.
- 1.3 The agreement of the High Road West (HRW) Masterplan, in December 2014, following three years of consultation with the local community, was a major first step in realising the council's regeneration and growth ambitions and meeting the targets set out in the SRF.

## Objectives of the Business Case

- 1.4 Whilst the council has ambitious plan for the HRW area, it is also aware that funding and skills constraints at the local level means that input will be required to deliver this regenerative change, including from Central Government and the private sector.
- 1.5 The objective of this Business Case is to identify and recommend an appropriate approach for unlocking the HRW scheme by accessing such Central Government and the private sector input, by way of supporting regeneration, housing delivery and economic development in the immediate area and North Tottenham more generally.
- 1.6 This includes an assessment of the types of partners who may be interested in working with the council on such an opportunity and how investment could be attracted through a delivery structure.
- 1.7 This document therefore sets out and examines the delivery options available to the council and provides a formal recommendation as to the most appropriate option for the council. In summary, the Business Case will address the following issues:
  - Crystallisation of the council's scheme objectives and fixed delivery parameters;
  - Analysis of the delivery options available to the council in order to fulfil its objectives;
  - Assessment of the feasibility, viability and deliverability of the options, which will include a detailed qualitative and quantitative analysis;

- Recommendation of a preferred option, including the structure and operation;
- Procurement advice on appropriate routes and limitations;
- Proposed implementation.

- 1.8 The Business Case has been prepared by Bilfinger GVA (BGVA) drawing upon the findings and work already undertaken to date by the council and its consultants.
- 1.9 Specifically, much of the delivery structuring content of the paper has been reviewed by the council's in-house legal team as well as Eversheds LLP in their capacity as retained legal advisers on the project; albeit it should be noted that the legal detail behind the options arising will require further development going forward.

### **Approval Procedure**

- 1.10 This Business Case has been prepared for submission to Cabinet in November 2015. Using the Business Case, Cabinet will be able to make an informed decision as to whether to proceed with the procurement of a partner.
- 1.11 Over the life of the project the council will be required to make decisions to progress the project including for example to confirm a partnership agreement and to release land for development/sale. Should the council decide to proceed with the procurement process it will be important to define which decisions can be delegated and which require a full council vote, this balance will be key to ensure that sufficient democratic scrutiny is in place at the same time as allowing momentum to stay with the project.

## 2. Strategic Case

### London Borough of Haringey Context

- 2.1 Increasing funding constraints are putting considerable strain on Local Authority revenue and capital budgets. The caps being imposed on the amount Local Authorities can borrow against their housing assets; acceleration of the Right to Buy and therefore the depletion of housing stock; the forced decrease in rents (1% per year for four years); and the costs involved in utilising facilities such as prudential borrowing are all impacting on the ability of Local Authorities to finance new homes, estate renewal and economic regeneration projects.
- 2.2 There is also significant pressure on Local Authorities to ensure their property portfolios are rationalised, fit for purpose and are being used efficiently. As a result, Local Authorities are increasingly giving consideration to facilitating development through delivery arrangements, with this financial context provoking an exciting opportunity to implement new delivery methods and strategies.
- 2.3 Against this context, the council is seeking to deliver the growth set out in the High Road West masterplan and the strong vision for the Borough set out in the Corporate Plan, the draft Housing Strategy, and the Economic Development & Growth Strategy. The vision within these documents form a clear strategic backdrop against which the proposal to implement the HRW scheme must be considered. Any delivery approach for HRW must have the ability to realise the needs and objectives of the council as set out in these key documents.

### Corporate Plan

- 2.4 Housing is a major council priority. As identified in the 2011 census the population is growing faster than previously estimated, and for the plan period 2011-2016 there is a requirement for a housing target of over 19,000 houses. The council via its Local Plan DPD allocations has identified sites for 18,000 homes with the shortfall to be made up of windfall sites. In addition, however, the council through its Corporate Plan makes it clear that they are seeking to implement a regeneration strategy that goes further than simply adding to housing stock.

### Housing Strategy (2015 – 2020)

The Borough Housing strategy sets out four objectives which will deliver the Haringey vision for this period:

*"We believe that housing is about people and communities, not just bricks and mortar. We want to make sure that our residents have access to high-quality homes that will support*

*them in leading happy and fulfilling lives. Whether renting or buying, there is clear evidence that the quality of our home affects our health, our children's attainment at school and the quality of family relationships. To help our children to have the best start in life and our adults to fulfil their ambitions, it is crucial that our residents have access to high-quality homes at prices they can afford."*

2.5 With a 65% reduction in the amount of subsidy that is now available to the council to build affordable homes, as well as the continuing changing nature of the housing market, both locally and nationally, the housing challenge for the Borough is even more significant, and the council currently cannot meet demand. This demand far exceeds the housing association homes in the Borough, and currently the Borough has the second highest number of households in temporary accommodation.

2.6 The council's latest Housing Strategy outlines the council's position for housing over the next five years, including the council's estate renewal strategy to tackle issues such as mono tenure, non-permeable estates, poor stock profile and low density. It is an important document that builds on the Corporate Plan and sets out how the council will deliver and plan new housing to support growth in the Borough.

*" Housing is about people and communities, not just bricks and mortar. This means mixed and inclusive neighbourhoods where residents can lead happy and fulfilling lives"*

2.7 In order to carry out this ambitious strategy the council understands that a step change in the number of houses being built and the type of density of housing is required. This will enable the council to tackle the current housing crisis and drive up the quality of homes whilst building mixed and balanced communities in a Borough that already has huge disparity across its wards. The aim also being to ensure no net loss of existing affordable housing floorspace across the Borough; ensure affordable housing units are designed to a high quality; and are fully integrated within schemes.

2.8 This strategy supports and works in tandem with the planning policy of the local development plan, ensuring new homes:

- Are affordable to current and future residents of the Borough;
- Provide an appropriate mixture of different tenures;
- Are designed for peoples' needs including accessibility to numbers of bedrooms.

2.9 The development documents at High Road West applicable to High Road West including the AAP, the SRF and the adopted masterplan, all mirror the requirements of the Borough Housing Strategy.

## **Haringey Economic Development & Growth Strategy (2015)**

- 2.10 Carving out Haringey's place as a national hub for modern small and medium businesses is at the heart of the council's economic development and growth strategy with help for more job hunters to use the borough's fantastic transport links to find work or develop careers across the capital. The Economic Strategy hopes that by regenerating areas within the Borough the council will not only be able to deliver increased housing but will also ensure that its long term aims for economic growth are achieved.
- 2.11 Any new delivery approach needs to act as a catalyst and platform for economic regeneration and growth in the Borough with greater opportunity and prosperity for residents. By increasing economic and business demand in the area, it is hoped that this will catalyse job creation, and therefore generate business rates revenue, which the council could retain for reinvestment in further growth, and key services.
- 2.12 The council's commitment to delivering change is most demonstrable in Tottenham where an exciting regeneration programme, capable of delivering 10,000 new homes and 5,000 new jobs by 2025, is being delivered. The regeneration programme is guided by the SRF, which sets out the vision for the future of Tottenham.
- 2.13 These ambitions are supported by circa £300 million of public sector investment in infrastructure in Tottenham. This funding will deliver:
- An intermodal station at Tottenham Hale;
  - The three and ultimately four tracking of the West Anglia Main Line;
  - The incorporation of the Edmonton Green line into the London Overground network;
  - The electrification of the Barking Gospel Oak line; and
  - Improvements in frequency between Northumberland Park, Tottenham Hale and Stratford on the West Anglia Main Line.

### **Tottenham Area Action Plan**

- 2.14 The Tottenham Area Action Plan (AAP) is a significant and important component of the regeneration strategy for Tottenham which establishes the local spatial planning framework for the area, giving detailed expression to the overall growth objectives for Tottenham as contained in the Haringey Strategic Policies Local Plan (2013). The revised AAP is being prepared in order to ensure that the scale of development and change proposed for Tottenham to 2026 and beyond is positively managed and guided by a planning framework and investment decisions that meet the aspirations that the local community and the council have for the area as a whole, as well as the places within it.

- 2.15 The AAP links the overall council objectives for the Borough and more specifically the Tottenham area with specific site requirements at the individual sites, including High Road West.

### **High Road West Masterplan**

- 2.16 The High Road West masterplanning was commissioned in 2014 and adopted by the council in December 2014. It provides a strategic development solution for the site which incorporates the findings from a thorough consultation process with stakeholders in the area.
- 2.17 It shows a design solution which provides the following key deliverables of new development at the site:
- Better-quality housing and more housing choice;
  - A safer and more attractive place to live and work;
  - More leisure facilities and activities for young people;
  - New community facilities;
  - An improved High Road with a wider retail offer;
  - More job and training opportunities for local people; and
  - Better quality and more open space.
- 2.18 These strategic-level outcomes will guide the council objectives for the development and form the basis of the evaluation and scoring criteria of the proposed delivery solution.

### **Financial Strategy**

- 2.19 One of the council's main long-term strategic objectives is to secure a better balance between long-term revenue streams, by participating in the development and holding of property, as opposed to short term capital receipts achieved through the sale of assets; together with maximising the value of both assets that are retained and of those assets that are disposed.
- 2.20 There is also an acknowledged shortfall of development management skills within the organisation which means that, combined with lack of capital funding, the council is unable to establish an effective development function to deliver development in its own right, in order to secure best use and maximise value of its land and assets and deliver the required growth.
- 2.21 Due to the scale of the opportunity and the council's ambitions for HRW, it is clear that any delivery approach needs to attract significant investment and development management expertise from the private sector. In order to do this, the council must provide an attractive proposition that will entice the private sector to participate.

- 2.22 Part of this relates of course to the council's land and property assets within the HRW area, as well its statutory powers to acquire 3<sup>rd</sup> party interests. Moreover the council is keen to explore new delivery approaches that will attract the private sector funds, skills and investment need to catalyse and deliver the aimed for development.

### **Housing Zone**

- 2.23 Housing Zone is a new initiative to accelerate housing delivery in areas with high development potential and was introduced by the London Mayor's Housing strategy. Bids were invited from London Boroughs for a £400 million programme, which is jointly funded by the Mayor and National Government. The scheme hopes to create 20 housing zones across London, delivering 50,000 new homes and over 100,000 associated jobs over the next ten years.

#### Housing Zone Phase 1

- 2.24 The Borough has already been successful in achieving its Phase 1 bid which was announced in February 2015 for Tottenham Hale. This will deliver c 2,000 new homes across Tottenham Hale and Seven Sisters, and will assist in achieving the AAP target of 4,000 jobs (gross), as well as new commercial floorspace including managed workspace, retail and community facilities.

#### Housing Zone Phase 2

- 2.25 The council is in discussion with the GLA about the potential for a further submission for funding under Housing Zone Phase 2. A funding bid of around £150 - £180 million is envisaged comprising a mixture of recoverable and non-recoverable loan support.
- 2.26 The terms of this funding are not yet known however it has been assumed that the funding requirement for the land acquisition at High Road West will be met through this facility. The drawdown and repayment terms will be of vital importance to the success of this project and will shape the delivery structure offered to the market. We expect to know details of the HZ Phase 2 bid in November 2015.

### **Additional Sources of Funding**

- 2.27 An Opportunity Investment Fund of around £4 million has been established to enable the council to invest in workspace and employment projects in Tottenham. The Fund is jointly provided by the council and the GLA.
- 2.28 The council has also created its own Acquisition Fund. This is supported borrowing for a rolling £50 million fund, for the council to acquire key sites, either to develop itself or to undertake land assembly. The fund is new and already has over £5 million committed.

2.29 Other sources of external funding can potentially be made available to the council to support the wider development and regeneration objectives across the Borough and should be considered as part of more detailed analysis. These could include:

- Local Retention of Business Rates;
- Community Infrastructure Levy;
- New Homes Bonus; and/or
- Other new infrastructure funds set up by Central Government / GLA including the London Housing Bank; and
- Prudential borrowing.

#### **Haringey Development Vehicle**

2.30 In a parallel project, the council will soon enter into the formal procurement process for a Borough-wide development vehicle. The aim of this vehicle is to bring forward development of council-owned land across the Borough for employment and residential use. The council has previously decided that High Road West would be subject to a separate procurement in order to share the project risk and potentially bring forward more regeneration in a shorter time.

2.31 The nearby Northumberland Park Estate is likely to be in the first tranche of projects to enter vehicle. This site is also within the North Tottenham regeneration area and is therefore subject to many of the same issues as High Road West, for example the need for regeneration, the impact of the White Hart Lane Stadium development and the requirement for Housing Zone Allocation funding. This means that much of the strategic case for these projects is mirrored and we have referenced it where appropriate.

### 3. Council Objectives & Scheme Parameters

#### Project Objectives

3.1 The council has undertaken significant consultation on the North Tottenham area regeneration, much of which has focussed on the High Road West locality. Several planning and policy documents have been produced which set out the council's aspirations for development in the area. The council has taken into account reports, workshops, discussions and policy documents when arriving at the objectives for this project. These have included:

- Discussions with LB Members at earlier stages of the project;
- Previous Cabinet meetings (including discussions around the Haringey Development Vehicle project);
- The Tottenham Strategic Regeneration Fund;
- The High Road West Masterplan;
- The Tottenham Area Action Plan; and
- Requests for allocations as part of the Housing Zone funding scheme.

3.2 The outputs and ideas from the above documents and workshop sessions were collated to produce the overall objectives for this project. These objectives relate to the strategy of the council in relation to the overall project and do not set out specific physical or legal requirements for the finished development; these are set out in the delivery parameters section below. As currently drafted the council objectives are as follows:

- To deliver comprehensive regeneration of the High Road West area that creates a vibrant, attractive and sustainable neighbourhood and a new sports and leisure destination for London;
- To regenerate the Love Lane Estate, ensuring that all current secure tenants are rehoused in high quality homes within the area;
- To deliver a broad mix of tenures including innovative new affordable housing products and PRS in a tenure blind development;
- To provide new employment opportunities and deliver an increase in the number of jobs in the High Road West area;
- To deliver new community infrastructure that meets the needs of an increased population, including a new library learning centre;

- To deliver an uplift in the amount and quality of public space in the area, including a new public square, which is activated with community and other uses, to link White Hart Lane station to the High Road;
- To ensure the council maintains influence and control, above and beyond planning powers, to deliver the maximum possible public value;
- To ensure that any future development partner is committed to facilitating the delivery of the objectives set out in the Tottenham People Programme.

3.3 These objectives will be used in the first instance as part of the Soft Market Testing (SMT) process to inform potential bidders of the council's intentions. It is unlikely that they will change significantly between now and the start of formal procurement.

3.4 The objectives have been used as a key reference point in the evaluation of possible delivery structures that the council might pursue. In addition the objectives will be used as a key element within the drafting of the procurement documents including the legal framework presented as well as evaluation criteria, weightings and questions posed to potential delivery partners.

#### **Fixed Scheme Parameters**

3.5 The council's objectives provide a guide to the procurement and can be revisited at any stage of the project to measure overall performance. In contrast, the fixed scheme parameters provide a rigid framework within which the development and overall project must operate. Generally, the project will not proceed if the fixed scheme parameters are not being or cannot be met.

3.6 These parameters will be important at an early stage in the procurement process to give guidance to potential bidders as to the form of and restrictions to the type of development required.

3.7 The fixed scheme parameters have been devised from some of the same sources as the council's objectives. In addition, they contain reference to commitments that the council has made to the residents. The current fixed scheme parameters are as follows:

#### **Assurances to the community**

- The council and developer partner will need to meet the assurances set out in the Love Lane tenant and leaseholder guide and Business Charter.

#### **Homes**

- The council requires ownership of the replacement social rent units and secure tenancies will apply to all new social rented homes built;

- All social housing units used to rehouse Love Lane tenants will be set at a target rent. Any social rented units not used to rehouse Love Lane tenants may be rented at higher rents than social rented housing, at level between target and affordable rents;
- The council requires [45] shared equity homes to be offered to resident leaseholders on the Love Lane Estate;
- The council would like Homes for Haringey or the Borough-wide Delivery Vehicle to manage the new affordable properties; and
- The council requires residents to have one move only.

#### **Land**

- Transfer of the housing land will need to be conditional on obtaining Secretary of State's consent to dispose;
- Housing Act Demolition Notice served on 9th February, expires 5 years later with possible 2 year extension. Creates requirement to demolish all secure council housing tenants 2nd January 2022.

#### **Development**

- The council wishes the developer partner to deliver the affordable housing and community infrastructure, the council does not wish to take direct development risk;
- The council seeks innovation in masterplanning within AAP parameters; and
- The council requires financial transparency and open book accounting.

3.8 It is important that these parameters are fixed before the OJEU notice is issued and the formal procurement process is begun.

## 4. Delivery Options

- 4.1 In the context of the strategic case set out in Section 2, the following section explores the options available for a delivery approach which meets the council's objectives and fixed scheme parameters at HRW.

### **Should the HRW project be part of Borough-wide Joint Venture Vehicle?**

- 4.2 Consideration has been given as to whether HRW (as well as the Northumberland Park – NP - project) should be included as part of the Borough-wide Delivery Vehicle package.
- 4.3 However, at this stage it has been concluded that the projects will remain separate due primarily to the following:
- The council would like to accelerate delivery across both HRW and NP. Putting them into the same vehicle is likely to lead to more of a sequential approach to both estate renewal projects (given proximity and similarity in nature); and
  - The council has high ambitions for qualitative outcomes on both projects. Delivering both through a single JV partner or consortium may create risk in this regard due to a number of factors including lack of diversity of product and/or lack of market competition and/or undue pressure placed on single party/consortium to meet programme aspirations.

### **Type of Delivery Partner Sought**

- 4.4 When considering delivery options the first question to consider is what type of development partner should the council be seeking? This question must be viewed in the context of market participants and the role that development firms are prepared to take when partnering on such estate renewal mixed-use mixed-tenure projects.
- 4.5 The HRW proposals will require expertise across four principal activities:
- Masterplanning and associated elements;
  - Infrastructure/site servicing work;
  - Speculative development including;
    - Residential development;
    - Commercial development; and
  - Contracting elements including new affordable housing and community infrastructure built on behalf of the council.

4.6 In light of this, the council should initially consider the type of partner it is seeking under any prevailing delivery structure/route (i.e. development partnership or JV):

**1. A single delivery partner or single consortium of parties**

- There are relatively few single developers fully capable of providing an integrated development solution in all four activities in a way that maximises efficiencies and best practice.
- A consortium approach would rely on developers to 'marry up' in appropriate groups and would not necessarily enable the council to pick the most advantageous solution from each activity.

**2. A lead delivery partner, most likely to be led by a partner specialising in some but not all activities**

- Provide a single well-financed lead partner who could drive overall development strategy.
- Typically the lead developer would be responsible for masterplanning, planning and delivery of key infrastructure to the site which would serve all development plots/ uses.
- The lead partner may also choose to undertake a proportion of development activity (e.g. commercial development) or engage with specialist developers.

**3. Separate structures for delivery of the infrastructure, commercial and residential components**

- This maximises the council's control over selection of the residential and commercial development partners.
- Selection of separate development partners by the council for the commercial and residential components of the site could be run in parallel procurement exercises.

4.7 Based on the strategic case for delivery, as well as the council's current objectives and parameters for delivery, at this stage it is our opinion that Option 2 (a lead development partner, most likely to be led by a partner specialising in some but not all activities) represents the optimum approach, due to the following reasons:

- Has the advantage of placing risk with the lead partner but, but with appropriate measures put in place also ensures that the council's retains some ability to control selection of the downstream development partners.
- Allows for more control by council and lead delivery partner over delivery programming and design outcome.
- Enables more diversity in the development design outcome given likelihood that development will be delivered by a range of parties.

- The access and design layout on HRW is likely to require the delivery of common infrastructure which is not easily separable and requires a more integrated development solution, which in this case can be delivered by a lead development partner that may or may not then wish to undertake some or all of the other development activities on site (e.g. residential & commercial development).
- Could be compatible with a range of delivery structures including Development Agreements or Joint Ventures.

4.8 These factors are not necessarily mutually exclusive to the other two options available. In any case at this stage the council does not need to decide which of these options it absolutely needs to pursue; rather the assessment of these factors helps shape the analysis of available delivery structure options.

### **Delivery Structure Options**

4.9 Taking into account the above analysis and findings (as regards the type of partner the council is seeking), in this sub-section we explore three possible delivery and legal structures as follows:

- Conventional Development Agreement;
- Partnership Development Model; and
- Joint Venture.

4.10 These are presented as distinct options but the reality is the council may elect to evolve a hybrid approach, particularly under the Development Agreement arrangements. There are also many variables in each structure but for the purposes of this report we have summarised the broad principles underpinning each.

### **Option 1- Conventional Development Agreement**

4.11 There is no formal single definition of a “development agreement”, and the detailed circumstances and arrangements of each case are likely to be different. Typically though, the council enters into a Development Agreement with a Development Partner (DP) or Lead Development Partner (LDP), with land transfer usually conditional on planning and other matters (i.e. conditions precedent). Once the conditions precedent have been met, the DP/LDP is typically granted a long lease for the land and the land is transferred, or alternatively a building lease/licence is granted as appropriate.

4.12 The DP/LDP in this scenario will typically lead on and perform the majority of activities within the development cycle, including the delivery of masterplanning and infrastructure/site servicing work, as well as at least one of either the residential or commercial development (or combinations within

– e.g. just PRS and pre-sold commercial development). In this way the DP will extract returns through a combined profit on cost approach (e.g. Return on Capital Employed); typically in the region of 20% - 30%.

4.13 The DP/LDP may also use Internal Rate of Return metrics to assess the risk/reward balance. DP/LDP therefore takes control of the development and incurs all costs associated with planning, servicing and installing infrastructure to facilitate land sales, as well as construction and delivery of some/all of the speculative development aspects.

4.14 This approach proposal provides the council with contractual delivery from the DP/LDP but on an arm's length commercial basis. This reduces the risks to the public sector (relative to other options discussed), other than that which is crystallised upon land transfer. There is also the option in this scenario of creating a governance structure (for example by way of a Steering Group) that allows the council some influence over high-level development decision making.

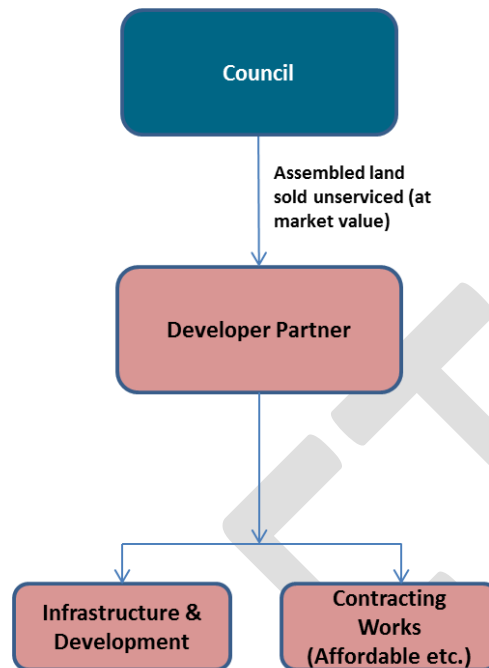
4.15 In these respects, the council could seek to engage its development partner for HRW to perform the following roles:

- Develop a masterplan and secure detailed planning consent;
- Take a transfer of the council's land, meeting the council's best consideration and State Aid criteria;
- Commit to achieving the council's required Quality Standards (and future specified standards);
- Procure, fund and manage infrastructure and site enabling works;
- Manage the overall development programme, dependent on agreed masterplan option;
- Commit to developing out the scheme within a specified timeframe.

4.16 Whilst the council may not legally contract to dispose of the site or phases within the site until relevant planning consents are granted, the development partner would fund the planning application process.

4.17 A structure diagram for this option is provided below:

## Conventional DA



## Option 2- Partnership Development Model

- 4.18 Sometimes referred to as a 'gain-share' approach, the council enters into a Partnership Development Agreement (PDA) with a Lead Developer Partner (LDP), with land transfer usually conditional on planning and other matters (i.e. conditions precedent). The PDA contains a Development Management (Services) arrangement by which the LDP delivers masterplanning and infrastructure/site servicing work.
- 4.19 The private sector partner acts as LDP, so that land is planned, serviced and sold off based upon the joint vision for the project. The LDP works closely with other specialist developers to ensure that quality is delivered and then maintained in perpetuity. Once the land is sold, the PSP doesn't seek returns from the house building, albeit the LDP may require the right to undertake a proportion of the development.
- 4.20 The LDP incurs all costs associated with planning, servicing and installing infrastructure to facilitate land sales. For this service the LDP receives a Development Management fee (typically £250,000 - £350,000 pa) which may rise in line with RPI over time. The Development Management Fee would only become payable upon the sale of prepared land, and only after the re-payment of pre-

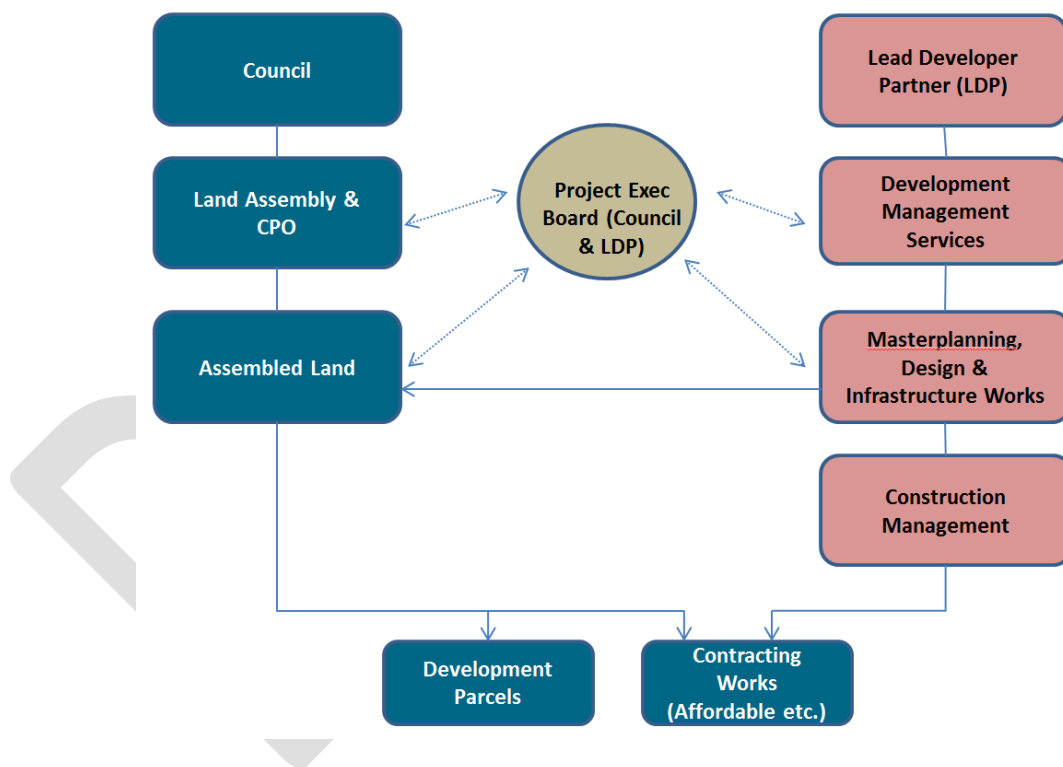
agreed development costs incurred by the LDP related to the project (i.e. for planning, servicing and installing infrastructure etc). Once all costs and management expenses are reimbursed the remaining value is subject to a share between the LDP & council. This split is typically weighted heavily in favour of the council (e.g. 90%). Land revenue (through sales of serviced plots) above certain (agreed) threshold might be subject to a lower gain share to the LDP (e.g. 7% instead of 10%).

- 4.21 This proposal provides the council with additional controls and influence over decision making relative to Option 1, working alongside the LDP who is a long term partner but without the structure or bureaucracy of a corporate Joint Venture Company. This control could include business planning, planning application, construction specifications, quality and design and timescales for delivery.
- 4.22 One of the benefits of this structure is that it aligns the interests of the two organisations in terms of:
- Optimising cashflow;
  - Delivering Value – but not at the expense of long term benefits;
  - Long term benefit of place making; and
  - LDP taking a reduced margin in lieu of not buying all of the land.
- 4.23 There is also more flexibility to create potential for further income streams to the council, such as providing debt funding to the scheme, engaging with Joint Ventures with developer partners, developing PRS on site etc.
- 4.24 Under this model there is the potential to deliver development on a phase by phase basis but crucially in a controlled manner which maintains the integrity of the original vision. But importantly the LDP ensures that all development partners deliver the scheme as designed by having a series of controls in place (e.g. selling land with detailed planning consent and ensuring that developers buy land on the basis that they have to build out the scheme in hand).
- 4.25 All of the above is protected legally and is made clear at the point of seeking a partner for a phase. Furthermore plot covenants may be imposed in each land transfer which seeks to protect the community by setting out some basic rules of what is and what isn't acceptable.
- 4.26 In this scenario the LDP may provide a service which addresses:
- Strategic site wide planning;
  - Establishment and implementation of site wide strategies such as the marketing, branding, PR, and communications;

- Preparation and implementation of the delivery plans;
- Delivery of infrastructure required to facilitate the delivery of serviced plots for houses, schools and the district centre;
- Delivery of site wide and off-site infrastructure;
- Property & asset management;
- Project management of the contracting and professional team; and
- Monitoring of the developer parties delivering the on-site products (e.g. new homes, schools, care facilities)

4.27 A structure diagram for this option is provided below:

## Partnership Development Model - DA



4.28 Please note that this is a simple structure for the purposes of comparison and does not by any means represent the only way that a Lead Development partner could be engaged. During the procurement process we would seek to refine and improve on this structure and bring in innovative ideas from the Private Sector to increase the benefits to the council.

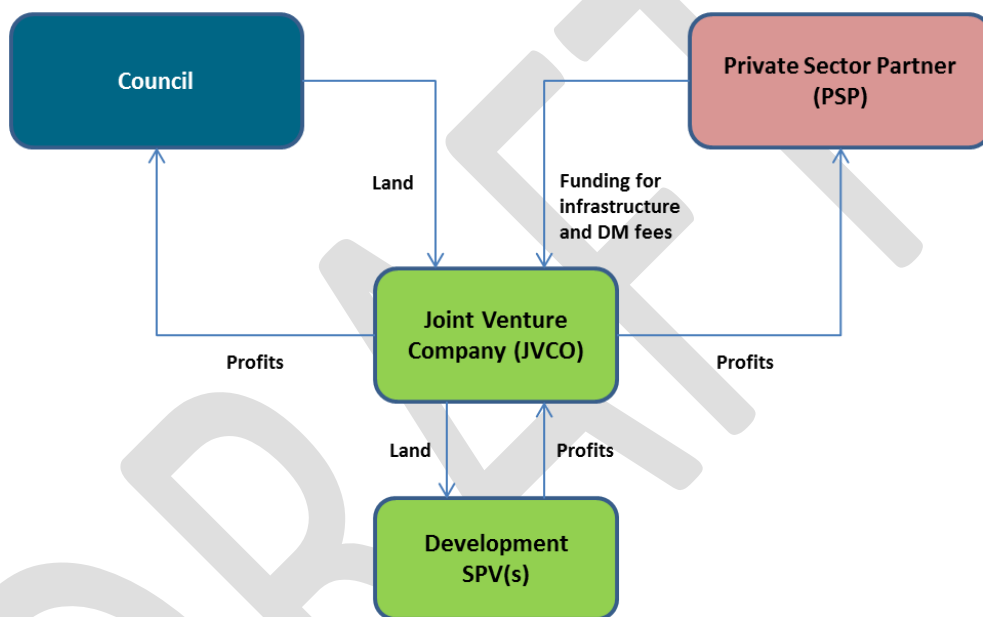
### Option 3- Joint Venture

- 4.29 In this approach the council would sit in a joint venture vehicle which would be taking some or all of the development risk. The council would structure a Joint Venture with the private sector which would share in profits, taking into consideration risk and reward to both parties.
- 4.30 The Joint Venture itself would drawdown land from the council as required, and the partner would provide the necessary funding for infrastructure provision in return for a return on its investment. Construction and other service including project finance may be undertaken by the partner or procured by the Joint Venture.
- 4.31 The Joint Venture could decide to develop a phase itself through the House Building SPV i.e. a 100% owned subsidiary of JV; sell the phase to the partner; sell the phase to a third party house builder/developer; or joint venture the phase with a third party. Where the Joint Venture elects to develop directly, each serviced phase may have its own Development SPV. There may also be a requirement for the council and partner to provide further equity funding to the Development SPV(s) as required depending on the level of debt funding secured for the development phase.
- 4.32 Land would be sold to the Joint Venture by the council on a phased conditional land sale agreement basis (i.e. as with DA arrangements). The Joint Venture would also have a building licence granted over all the land to permit infrastructure works to be undertaken by the Joint Venture on land still held within the council's ownership (to be transferred in future phases). Land phases will be drawn-down from the council to the Joint Venture either upfront or when the phase has reached a state of readiness and conditions precedent are satisfied. Such conditions precedent could include:
- Detailed planning consent;
  - An agreed development appraisal;
  - Agreed in principle third party funding, if required, to deliver the development site; and
  - End Users.
- 4.33 In determining the land sale value, it is proposed that any works undertaken by the Joint Venture on the council land to be transferred and contributions made for the wider servicing infrastructure, either completed or on future phases, will be taken into account. The council would most likely leave its land in the vehicle as equity alongside the funding.
- 4.34 The Joint Venture would consist of a jointly owned master development organisation plus a series of wholly owned housing development subsidiaries. The Joint Venture would also enter into a Development Management Agreement with the partner for it to undertake development services

for both the Joint Venture and the proposed Development SPV(s) (a subsidiary of the Joint Venture for the purposes of developing serviced sites) in return for a fee. Development management services may also be provided by the council to the Joint Venture although on a limited basis. The JV could be 50/50 in decision making terms notwithstanding the economics between the parties, thereby providing control to the council.

4.35 A structure diagram for this option is provided below:

## JV Model



## 5. Delivery Options Analysis

### High-Level Financial Assessment

- 5.1 BGVA has undertaken high-level modelling of the three scenarios to estimate the possible returns to the council in undertaking each partnering scenario. The output of this modelling does not necessarily represent the actual cost of the development to the council; it is our estimate given the current development proposals and values. It is possible that the introduction of competitive tension and the expertise of the private sector would improve the financial position. However, the financial assessment does indicate the relative performance of each of the options and is therefore useful as a tool for comparison.

#### Key assumptions

- 5.2 In order to test the options against one another we have made some universal assumptions as to how the development is undertaken. These again reflect the strategic case context, BGVA's viability analysis undertaken to date, as well as the council's stated objectives and scheme delivery parameters. Some of them may be changed going forward however. The underlying assumptions are as follows:

- **The council transfers the assembled land to a partner/developer/JV vehicle with the benefit of vacant possession** and with good and marketable title, having assembled the land/property at a cost equivalent to full compulsory purchase (i.e. market value + compensation and disturbance), estimated to be circa £93m. Note that the CPO strategy, including how the process will be resourced and managed, has yet to be determined.
- **Land is transferred from council to partner/developer/JV vehicle un-serviced.** In reality the council retains the ability to service land before transfer (for example should this be a more optimal way of deploying public funding on a state aid efficient basis) but we (BGVA) are of the opinion that this is unlikely to be preferred by the council or be an efficient approach.
- **Land assembly is funded through money from the Housing Zone 2 allocation.** As previously stated in this report, the council is bidding for an allocation for the whole of North Tottenham. The application is currently with Treasury and we expect to find out the terms of the funding in November. The precise interest rate of the funding and repayment terms could have a significant impact on the financial viability of each option.
- **The council transfers the land to a partner/developer/JV vehicle at a Market Value that accounts for all predicted future costs and revenues** associated with servicing and developing the development sites thereafter, including requisite returns to delivery 'agents' (e.g.

developer partners). Note that full state aid analysis is required to ensure compliance with the sale of land guidelines for state aid.

In this way the analysis does not currently assume that the council is getting full reimbursement of its land assembly costs. This is because such an approach would render the ensuing development scheme unviable.

The transfer of land to the private sector partner or the Joint Venture will need to satisfy the council's statutory requirements (i.e. S123, best consideration reasonably obtainable and state aid).

- **The council provides no capital funding to deliver any elements of the scheme** beyond the initial site assembly, albeit it will influence the ensuing process to more or lesser extents depending on each structure.

In this way the options assume that the private sector will directly fund all of the development process after the initial site assembly stage. There is the potential for the partner/JV to seek to raise other funding, including debt funding.

Also, the option remains for the council to lend into the scheme in each option, subject to ring-fenced business cases and State aid compliance.

- **Infrastructure costs are estimated in absence of a detailed infrastructure budget.** The current financial model uses an estimate for the infrastructure costs based on an analysis of comparable projects elsewhere. In order to improve the accuracy of this modelling, the council has commissioned an infrastructure cost study for the subject site. It should be noted that should this study indicate that the infrastructure requirements are significantly different from our current assumptions, this will impact the viability of the development scheme.

5.3 Our assessment of the financial implications of the options are summarised in the table on the following page:

## Financial assessment of Delivery Options

This assessment is EXEMPT.

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- 5.4 As shown in the table, all three options show a significant negative net balance to the council (shown as net public sector balance owing to the expectation of external Mayoral and/or Central Government funding). The values (including a regeneration uplift) of the completed residential, retail and leisure units that will be constructed are not sufficient to yield a positive net financial position for the council, albeit the proposed delivery structure ensures a viable scheme position (on the basis that the council is underwriting the land assembly costs).

### **Strategic Review of Delivery Options**

- 5.5 A strategic review has been undertaken of these potential delivery options. The various options have been considered in turn below, by reference to a number of assessment parameters drawn from the following:

- The extent to which they will support the council in fulfilling the aims of the Corporate Plan and Strategic Regeneration Framework for Tottenham;
- The extent to which they meet the required project outputs and objectives of the council; and
- The high level pros and cons of each option.

- 5.6 Each option is assessed on a score range of 0-5, wherein zero is the lowest performing score relative to the assessment parameter, and five is the highest.

## Assessment of Partnership Options against Project Objectives

Assessment Parameter	Option 1 – Conventional DA	Option 2 – Partnership Development Model	Option 3 – Joint Venture	Comment
Balancing the Council's capital receipts with long-term revenue	2	2	3	Option 3 offers the most flexibility to secure long-term revenue. However, this is based on putting the council's capital, i.e. land into the joint venture and returns i.e. profit is not guaranteed.  All options offer opportunity for council debt-funding development, which will deliver a margin on lending for the council.
Extent to which option relies upon the skills and experience of council	4	2	1	Option 3 requires significant resource commitment from the council, which will require an on-going revenue budget.  Option 2 will also require the same, but to lesser extent.  Option 1 requires the least development skills and experience and will have the least revenue costs for the council.
Extent of private sector investment against council investment	5	4	3	In Option 3 there is a share split in investment between public and private sector.  Option 2 requires 100% private sector investment (following land assembly) however, the Council's land is placed at some risk.  Options 1 requires 100% private sector investment (following land assembly) with no risk being placed on the Council's land.
Extent to which facilitates the leveraging of external forms of public funding	4	2	4	In option 2 the LDP (not owning land) is more constrained in terms of securing external public funding (e.g. Build to Rent Fund).  In Option 3, as a private company a JV public/private vehicle is as able to secure such funding as in Option 1.
Deliver a broad mix of tenures including innovative new affordable housing products and PRS in a tenure blind development	3	4	4	Both option 2 and 3 provide opportunities for innovation. Option 1 may meet these objectives but the lower level of control from the council means it will be difficult to control the development post-commercial close.
To ensure the council maintains influence and control, above and beyond planning powers, to deliver the maximum possible public value	2	3	4	In Option 3 the council maintains a veto power on actions of the vehicle, in Option 2 it is able to influence the actions of the developer through a Project Exec Board (or similar).  Through appropriate governance structures and contractual bases, in

Assessment Parameter	Option 1 – Conventional DA	Option 2 – Partnership Development Model	Option 3 – Joint Venture	Comment
				Option 1 it may also be possible to secure influence over some key decision making, albeit this is less pronounced than in Option 2.
<b>To ensure that any future development partner is committed to facilitating the delivery of the objectives set out in the Tottenham People Programme</b>	4	4	5	A high degree of control in this respect can be achieved by way of the partner procurement competition (& resulting contract structure); albeit through a JV these powers of control and influence are greater.
<b>The council wishes the developer partner to deliver affordable housing and community infrastructure.</b>	4	4	4	All three options allow the council to specify and deliver such minimum requirements.
<b>The council does not wish to take direct development risk.</b>	5	3	1	In option 1 the council's risk is crystallised at the point of commercial close and it will not participate in development risk. In Option 2 the council takes some land price risk and in Option 3 the JV acts as developer and therefore is fully exposed to development risk.
<b>The council seeks innovation in masterplanning within AAP parameters</b>	3	4	4	Subject to the council providing for such flexibility, all three options allow for innovation in this respect, albeit in Option 1 the partner is typically asked to innovate and crystallise a scheme through the procurement process; whereas in options 2 and 3 the schemes tend to develop more following commercial close.
<b>The council requires financial transparency and open book accounting</b>	2	3	4	All three options allow for open book accounting. However, in Option 3 the council will have full access to the accounts of the vehicle. In Option 2 the council will have visibility such matters via a Project Executive Board. In Option 1 the council will inevitably have less access to the accounts of the developer.
<b>Private sector appetite taking into account nature and scale of development</b>	5	3	1	The relative lack of development scale, complexity of delivery, and extent of competing JV schemes across London (incl. the planned LB Haringey Delivery Vehicle) mean that JV approach carries significant market appetite risk. This noting that JVs of this kind attract a 'narrow field' of interest. Option 1 and 2 are more conventional with wider appeal.
<b>Total score</b>	43	38	38	

- 5.7 The assessment above shows Option 1 – Conventional Development Agreement Model to be the highest scoring option, followed by the Partnership Development Model and Joint Venture options both five points behind.

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## 6. Preferred Option

- 6.1 The analysis sets out in detail the financial implications of the delivery options considered, as well as the qualitative advantages and disadvantages of each in the context of the council's strategic objectives.
- 6.2 The conclusion from our findings is that the most advantageous route for delivery would be by way of **Lead Development Partner contracted to the council by way of a Conventional Development Agreement**. The option scores the equal highest in terms of financial return to the council and also the highest in terms of our qualitative assessment against the council's corporate and project-specific objectives for HRW.
- 6.3 This approach would contract a development partner or lead developer to deal with site preparation, planning, infrastructure and (should the council so choose) a prescribed proportion of development (e.g. defined by location, use type and/or quantum).
- 6.4 We further set out our rationale for this conclusion below:

### ***Conventional development agreement model***

- 6.5 This is preferred over both the partnership development model and the JV because it more closely meets the council objectives and should facilitate a simpler partner procurement process and (potentially) expedite the masterplanning process, given bidders will more likely crystallise a scheme through the procurement process instead of developing one with the council after bidder selection.
- 6.6 By empowering the private sector to deliver a development solution across the site, developers will also have more confidence that the project can proceed without burdensome governance requirements.
- 6.7 The council will set the up-front parameters of the development in the development agreement contract. The evaluation matrix shows that this level of control is sufficient to meet the council's requirements, the must-have elements of the development will be given high importance in the procurement negotiation and ultimately enshrined in the final contract.
- 6.8 This option is simpler than the other two options and is a far more common approach across the development industry. This means that it is likely to appeal to a broader range of potential development partners than the options with more complex governance arrangements. This in turn should lead to more interest and potentially greater competitive tension in the bidding process.

- 6.9 The requirements of the council and the development partner will be fixed at the point of contractual completion. Through the procurement process, the council will be able to adjust the terms of the final development agreement to incorporate innovative ideas that are put forward by bidding parties. In this way the council can refine its control on the development and optimise the form of development that is ultimately delivered.
- 6.10 We must also bear in mind that the council is promoting a separate joint venture development vehicle at the same time; HRW will be competing with this and other partnering opportunities across London (note: we estimate that at least six OJEU/LDP development partnering opportunities will be marketed in Q4 2015/Q1 2015). It is sensible therefore to offer a product to the market which will be cheaper and simpler for developers to bid for and will therefore be likely to attract more commercial interest.

### **Structure & Operation**

- 6.11 The development agreement document will contain details of the following:
- The general administrative obligations and responsibilities of each party;
  - The masterplanning and planning application parameters;
  - The stakeholder consultation requirements of the lead developer;
  - Plot servicing levels and land disposal arrangements;
  - The make-up, meeting intervals and responsibilities of the steering group;
  - Other requirements from each party, as required.
- 6.12 As shown in the structure diagram earlier in this report, the developer contracts directly with the council and so there is no additional decision-making body created. However, we would envisage that the contract dictate a Steering Group be formed which brings the developer and the council together. This group will have a 50/50 split of members from the council side and developer side. It will not have any executive powers per se, but it will be the vehicle through which the council is kept up to date with the operations of the developer and progress of the development.
- 6.13 The group will receive reports on various matters through the delivery process, including for example performance against milestones. It will be for the lead developer to demonstrate that it is fulfilling its contractual obligations to the council to make sure that land draw-downs and other council requirements progress smoothly.

**Type of Partner**

- 6.14 Although based on our assessment in Section 4 we at this point in time consider that the council may be best suited seeking a Lead Development Partner that might undertake some, but not all, of the required activities on site; we are purposefully not prescribing a particular type of partner at this stage as we do not want to prejudice the procurement process with a foregone conclusion.
- 6.15 The upcoming soft market testing process will explore the aims and requirements of the current market players and will guide the structure of partnership offered to the market. Notwithstanding this, the procurement process will allow a range of potential bidders to come up with solutions within the framework provided.
- 6.16 It is likely that the preferred development partner will be required to meet the following criteria, amongst others:
- Stakeholder and community engagement experience;
  - Land assembly and CPO experience, notwithstanding that actual site assembly costs are envisaged to be met by the public sector;
  - Considerable masterplanning and infrastructure development management experience;
  - Experience of contracting with a public sector body;
  - Experience and track record of managing other developers;
  - Access to necessary levels of equity and debt funding; and
  - Innovative approaches to development delivery.
- 6.17 It should be noted that this is by no means an exhaustive list of council requirements but is intended to show the range of characteristics that an appropriate development partner may have.
- 6.18 There are a number of firms that could meet the criteria ranging from pure housebuilding firms through to contractor/developers. We have designed the soft market testing process to include a range of firms from across the industry to ensure that a broad range of opinions and perspectives will inform the delivery and procurement framework offered to the market.

## 7. Procurement Options

- 7.1 The council has instructed Eversheds LLP to provide advice as to the procurement route options available for the High Road West project. This section of the report is extracted from a briefing note produced by Eversheds LLP in September 2015.

### **Procedures available under the Regulations**

- 7.2 *There are five main procedures available under the Regulations for the award of contracts, which can be categorised broadly as those procedures which are freely available and those procedures which have conditions for entry. The open, restricted, and innovation partnership procedures fall into the former category whereas the competitive procedure with negotiation and the competitive dialogue fall into the latter category.*
- 7.3 *The open and restricted procedures are available for straightforward procurements where the contracting authority's requirements are known and it only requires tenderers to bid in response to a set specification and contract. In contrast, the competitive procedure with negotiation and the competitive dialogue are considered to be exceptional procedures for complex contracts which can only be used once certain conditions are satisfied. Once a contracting authority determines it has grounds to use one of the exceptional procedures, it has much more flexibility to negotiate its requirements including in relation to its specification, legal documents and financial documents, unlike under the open and restricted procedures. Therefore, we do not consider that the open or restricted procedures are suitable for the development. We do not consider that the innovation partnership is relevant to the development and so do not consider this further in this note.*
- 7.4 *We have advised previously that we do not consider that any exemptions apply to the development and that the development will be subject to the full scope of the Regulations. We do not propose to repeat this advice here.*

### **Use of the competitive dialogue procedure**

- 7.5 *Regulation 26 provides that the grounds for use of the competitive dialogue and competitive procedure with negotiation are the same and provided one or more of the conditions for use are satisfied, contracting authorities have a free choice between using the competitive dialogue and the competitive procedure with negotiation. Our view is that the competitive dialogue would be preferable to the competitive procedure with negotiation for the proposed procurement of your developer partner. This is on the basis that under the competitive procedure with negotiation it would not be possible to carry out any negotiations with the preferred bidder following the*

submission of final tenders. In comparison, there will be greater flexibility for at least some further discussions at that stage in the context of a competitive dialogue procedure. We can provide further detail in relation to this if required.

7.6 The grounds for use of the competitive dialogue and the competitive procedure with negotiation are as follows:

- With regard to works, supplies or services fulfilling one or more of the following criteria:—
  - The needs of the contracting authority cannot be met without adaptation of readily available solutions;
  - They include design or innovative solutions;
  - The contract cannot be awarded without prior negotiation because of specific circumstances related to the nature, the complexity or the legal and financial make-up or because of risks attaching to them; and
  - The technical specifications cannot be established with sufficient precision by the contracting authority with reference to a standard, European Technical Assessment, common technical specification or technical reference.

7.7 Each of the grounds has been subject to detailed consideration in case law and academic commentary, as the circumstances are similar to those previously contained in the Public Contracts Regulations 2006 (as amended), which preceded the Regulations. We can provide further detail in relation to this if required but it is our view is that given the council's objectives and the fact that the council's requirements and contract documents will need to negotiated with tenderers, the council can rely on the circumstances described in 4.2.1.1 (needs of the contracting authority cannot be met without adaptation of readily available solutions) and 4.2.1.3 (requirement for negotiation because of the specific circumstances related to the nature, the complexity or the legal and financial make-up).

7.8 Under the Regulations, it is up to the council to self-certify that one or more of the above grounds apply if it wishes to use the competitive dialogue procedure. The council will need to include its rationale for use of the competitive dialogue in its regulation 84 report and we also recommend that the rationale is included in the contract notice published in the Official Journal of the European Union and the procurement documents.

## **Conclusion**

7.9 We do not consider that any exemptions apply to the proposed development and that the development will be subject to the full scope of the Regulations.

- 7.10 *Given the complex nature of the council's requirements for the development and the need to engage with tenderers on the legal documents, we consider that the competitive dialogue procedure is the most appropriate procedure available under the Regulations.*

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## 8. Conclusions & Next Steps

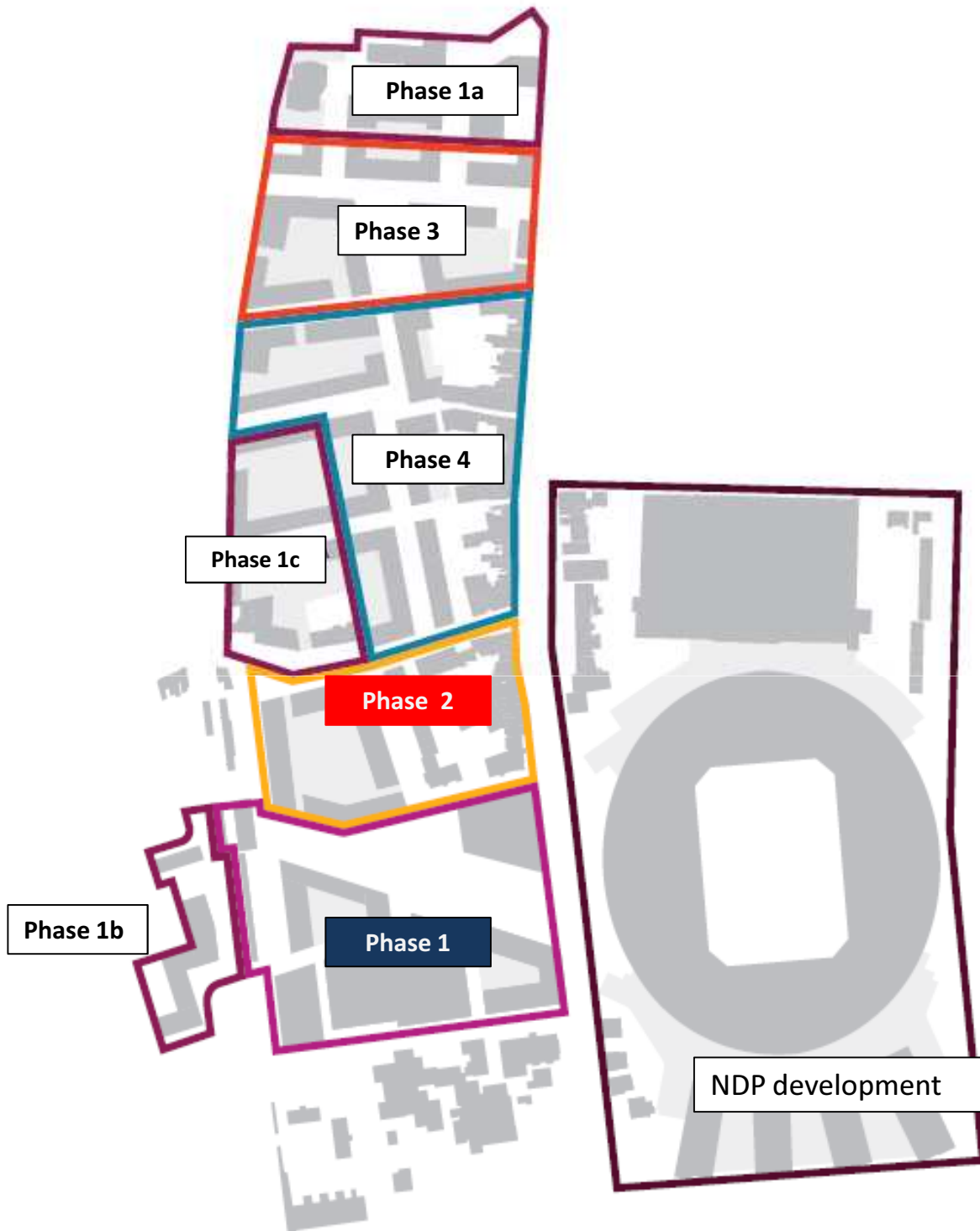
### Conclusions

- 8.1 We have set out the case for the preferred option of a Development Agreement model and have described why it is the best fit for the council's objectives at High Road West. We recommend that the council resolves to proceed with the procurement process on this basis.
- 8.2 This option constitutes a high-level strategic approach, it is not a fully worked up proposal but instead is designed to provide a sanctioned framework to the procurement process. We expect that the objectives and the delivery strategy will not undergo significant change between now and the signing of the development agreement. However, it is worth noting that they may be focussed and refined in light of the following:
- The findings of the soft market testing process;
  - The output of the infrastructure cost review;
  - The terms of the Housing Zone 2 funding allocation;
  - Further refinement of the councils objectives to inform bid evaluation criteria; and
  - The Competitive Dialogue procurement process itself, in which innovative solutions will be sought from bidders and negotiations will be carried out to further refine the delivery solution.

### Next Steps

- 8.3 Assuming the council provides its approval to proceed with the procurement, the next stages in the process will involve the council, BGVA and Eversheds LLP working closely together to undertake the following actions, amongst others:
- Complete Soft Market Testing;
  - Prepare evaluation criteria and assessment matrix;
  - Agree communication strategy;
  - Prepare Heads of Terms for development agreement; and
  - Prepare all other procurement documents and begin formal procurement.
- 8.4 We are aware that the council is in the process of procuring a project manager to support the current officers throughout the forthcoming process. OJEU procurement processes are resource intensive and we would therefore emphasise the importance of this appointment, as well as consideration of the resource requirements through the delivery of the HRW scheme itself.

## Appendix 2- Indicative Phasing Plan



Phase 1 includes the following properties on the Love Lane Estate: Ermine House, 2-32 Whitehall Street, 3-89 Whitehall Street, 4-18 Brereton Road, 2-28 Orchard Place, Kathleen Ferrier Court

Phase 2 includes the following properties on the Love Lane Estate: Charles House, Moselle House, 3-39 White Hart Lane

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**Equality Impact Assessment (EqIA)  
Name of Project**

High Road West Regeneration Scheme

**Cabinet meeting date  
If applicable**

Cabinet

**Service area responsible**

Chief Operating Officer

**Name of completing officer**

Sarah Lovell

**Date EqIA created**

10th November 2015

**Approved by Director / Assistant Director**

Helen Fisher

**Date of approval**

23<sup>rd</sup> November 2015

The Equality Act 2010 places a '**General Duty**' on all public bodies to have '**due regard**' to:

- **Eliminating discrimination, harassment and victimisation**
- **Advancing equality of opportunity**
- **Fostering good relations**

In addition the Council complies with the Marriage (same sex couples) Act 2013.

Haringey Council also has a '**Specific Duty**' to publish information about people affected by our policies and practices.

**All assessments must be published on the Haringey equalities web pages. All Cabinet papers MUST include a link to the web page where this assessment will be published.**

This Equality Impact Assessment provides evidence for meeting the Council's commitment to equality and the responsibilities outlined above, for more information about the Council's commitment to equality; please visit the Council's website.

Stage 1 – Names of those involved in preparing the EqIA		
1. Project Lead	Sarah Lovell	5.
2. Equalities / HR	Zakir Chaudhry	6.
3. Legal Advisor (where necessary)	Michelle Williams	7.
4. Trade union		8.

Stage 2 - Description of proposal including the relevance of the proposal to the general equality duties and protected groups	
2.1	<p>This document assesses the impact of a Cabinet decision to:</p> <p><i>“agree to commence the re-housing process for phase 2 of the Love Lane Estate. This will require all secure Council tenants within phase 2 to be put on the housing register and awarded ‘Band A’ priority status for re-housing.”</i></p>
2.2	<p>This decision will mean that each of the 87 secure council tenant households in Phase 2 of the Love Lane Estate will be awarded the highest re-housing banding, once they have completed, and the council has processed, a full needs assessment.</p>
2.3	<p>This will mean that there could be up to 87 more households in ‘Band A’ bidding for properties and may result in homeless households and people in ‘Band B’ having to wait longer to secure permanent accommodation as the Love Lane secure council tenants will have a higher priority for re-housing. It will however, mean that more temporary accommodation properties will be available, as void properties on the Love Lane Estate will be able to be utilised to provide temporary housing for tenants on the temporary accommodation waiting list.</p>
2.4	<p>Officers are recommending that the Cabinet agree to commence the re-housing process for phase 2 of the Love Lane Estate, despite the fact that this may result in homeless households and people in ‘Band B’ having to wait longer to secure permanent accommodation because:</p> <ul style="list-style-type: none"> <li>• The Council has made the decision to demolish the Love Lane Estate and as such all secure council tenants living on the Estate need to be re-housed.</li> <li>• The Council only has a finite (7 years from February 2015) period in which to re-house all residents and demolish the Love Lane Estate;</li> <li>• A development partner is expected to be in place in early 2017 and work could start on site in 2018; initiating the re-housing process as soon as possible allows a broader choice for residents as the development work begins;</li> <li>• Phase 2 tenants have expressed a desire to relocate now, delaying the decant process will reduce their options for re-housing;</li> <li>• Within the Love Lane Resident Guide the Council has committed to maximising tenants’ re-housing choice;</li> <li>• The bidding for properties will be spread over long period (at least three years). The Council has designated Re-housing Officers who will help manage the process and prevent unmanageable spikes appearing at either end of the programme;</li> </ul>

- Vacant properties on the Love Lane Estate will be utilised to meet the objectives identified within the housing strategy, until such times as they are needed for regeneration. A detailed void strategy is currently being developed, this strategy will detail, for example, the percentage of void properties used for temporary accommodation and how properties will be vacated prior to demolition.
- Officers are producing an annual supply and lettings plan, which will detail how many void properties, will be allocated to the identified groups on the housing waiting list. This will include the percentage of properties per year can be let to residents who require re-housing as a result of estate regeneration schemes (Band A) and percentage of properties that will be let to homeless households (Band B). This plan is due to be considered by the Council's Cabinet in the New Year. If agreed at Cabinet, the plan will be reviewed and agreed on an annual basis and will set the total number of void properties which will be available to each housing waiting list group and will thus be able to ensure that proportionate amounts of housing is supplied to each group.

2.5 The Council could choose to not initiate the re-housing process for Phase 2 tenants on the Love Lane Estate. The impact of this is that the secure council tenants on the Estate will not have the opportunity to bid for existing council homes and will have less housing choice. It means that these tenants will have to wait longer for a new home that meets their need and it will take longer for the Council to vacate the Love Lane Estate. The Council will need to secure vacant possession of the Love Lane Estate so that it can be developed. This decision would however, mean that homeless household and people in Band B may wait for a shorter period of time for permanent accommodation as there would be less people in Band A. This option is not being recommended because of the points detailed in 2.4 above.

2.6 This EqlA explores whether there are any equalities implications in respect of protected groups, arising from initiating the re-housing process for secure Council tenants in Phase 2 of Love Lane Estate. To do this the EqlA focuses on the profile of households on the Love Lane Estate and the profile of households on the Housing Register.

### Stage 3 – Scoping Exercise - Employee data used in this Equality Impact Assessment

Identify the main sources of the evidence, both quantitative and qualitative, that supports your analysis. This could include for example, data on the Council's workforce, equalities profile of service users, recent surveys, research, results of recent relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national.

Data Source (include link where published)	What does this data include?
Not applicable	

### Stage 4 – Scoping Exercise - Service data used in this Equality Impact Assessment

This section to be completed where there is a change to the service provided	
Data Source (include link where published)	What does this data include?
2011 Census	Tenure, ethnicity, sex, disability, age
Approved EqIA:Service Delivery in respect of Proposed Changes to the Allocations Scheme (dated September 2014) submitted to the Cabinet on 14 October 2014, in particular pages 5 – 14.	Gender, ethnicity, religion, sexuality and vulnerability/disability information in respect of Housing Register applicants and their priority banding for the allocation of accommodation by the Council.
Approved EqIA for the High Road West Masterplan Framework (dated December 2014) submitted to the Cabinet on 16 December 2014, in particular pages 7 to 13.	Age, gender, ethnicity, language, religion/belief. and health/disability information in respect of the relevant High Road West 'census output areas' (which closely accord with the Love Lane Estate and provide the lowest scale data available) and which form part of the Northumberland Park ward.
Approved EqIA for the Local Lettings Policy for Ambrose Court and Mallory Court, Cannon Road, N17	Gender, ethnicity, religion, sexuality and vulnerability/disability information in respect of Housing Register applicants and their priority banding for the allocation of accommodation by the Council
LBH housing system	Tenure, ethnicity, sex, discability, age
Consultation draft EqIA on Haringey's draft Housing Strategy 2015, 2020	ethnicity, sex, discability, age

Stage 5a – Considering the above information, what impact will this proposal have on the following groups in terms of impact on residents and service delivery: Positive and negative impacts identified will need to form part of your action plan.				
	Positive	Negative	None	Details
<b>Sex</b>	✓	✓		<p>Table 1 below indicates that households on the Housing Register include a disproportionately high number of females. This could mean that a higher number of females on the Housing Register will be waiting for permanent accommodation for a longer period of time.</p> <p>The table also shows that there are a higher number of females in phase 2 of the Love Lane Estate. The impact of the decision to initiate the re-housing process will therefore, have a positive impact on females in phase 2 of the Love Lane Estate, as they will be waiting for a shorter period of time for a new home that meets their need.</p>

<b>Gender Reassignment</b>			✓	<p>Data is not readily available on the proportion/ number of Love Lane households and Housing Register households with this protected characteristic.</p> <p>However, the proposal is not expected to impact on residents in this protected group disproportionately to other groups of residents.</p> <p>Housing allocations are prioritised on the basis of need as set out in the allocations policy and do not discriminate on the basis of the protected characteristics</p>
<b>Age</b>	✓	✓		<p>Table 4 below indicates that the vast majority of applicants on Haringey's Housing Register by number are in the age group 25-44 ( this is the largest group in every band except Band A). This could mean that a higher number of people aged between 25-44 on the Housing Register will be waiting for permanent accommodation for a longer period of time.</p> <p>The table also shows that the largest age group in phase 2 of the Love Lane Estate is 45-63. The impact of the decision to initiate the re-housing process will therefore, have a positive impact on this age group as they will be waiting a shorter period of time for a new home which meets their need.</p>
<b>Disability</b>	✓	✓		<p>Table 3 below indicates that there is a relatively high percentage of disabled households on the Housing Register in Bands B (15.3%) and Band C (18.5%). This could mean that a higher number of disabled people on the Housing Register will be waiting for permanent accommodation for a longer period of time.</p> <p>The table also shows that there is also a significantly high percentage of households registered as having a disability on the Love Lane Estate (30%). The impact of the decision to initiate the re-housing process will therefore, have a positive impact on disabled households in phase 2 of the Love Lane Estate, as they will be waiting a shorter period of time for a new home which meets their need.</p>
<b>Race &amp; Ethnicity</b>	✓	✓		<p>Table 2 below indicates that 42.5% of households on the Housing Register are black. This could mean that a higher number of black people on the Housing Register will be waiting for permanent accommodation for a longer period of time.</p> <p>The table also shows that 51.2 % of people on the Love Lane Estate are black. The</p>

				<p>impact of the decision to initiate the re-housing process will therefore, have a positive impact on black people living in phase 2 of the Love Lane Estate, as they will be waiting a shorter period of time for a new home which meets their need.</p>
<b>Sexual Orientation</b>			✓	<p>Data is not readily available on the proportion/ number of Love Lane households and Housing Register households with this protected characteristic.</p> <p>However, the proposal is not expected to impact on residents in this protected group disproportionately to other groups of residents.</p> <p>Housing allocations are prioritised on the basis of need as set out in the allocations policy and do not discriminate on the basis of the protected characteristics</p>
<b>Religion or Belief (or No Belief)</b>			✓	<p>Data is not readily available on the proportion/ number of Love Lane households and Housing Register households with this protected characteristic.</p> <p>However, the proposal is not expected to impact on residents in this protected group disproportionately to other groups of residents.</p> <p>Housing allocations are prioritised on the basis of need as set out in the allocations policy and do not discriminate on the basis of the protected characteristics</p>
<b>Pregnancy &amp; Maternity</b>			✓	<p>Data is not readily available on the proportion/ number of Love Lane households and Housing Register households with this protected characteristic.</p> <p>However, the proposal is not expected to impact on residents in this protected group disproportionately to other groups of residents.</p> <p>Housing allocations are prioritised on the basis of need as set out in the allocations policy and do not discriminate on the basis of the protected characteristics</p>
<b>Marriage and Civil Partnership</b>			✓	<p>Data is not readily available on the proportion/ number of Love Lane households and Housing Register households with this protected characteristic.</p> <p>However, the proposal is not expected to impact on residents in this protected group disproportionately to other groups of residents.</p> <p>Housing allocations are prioritised on the basis of need as set out in the allocations policy and do not discriminate on the basis of the protected characteristics</p>

**Table 1 - Gender of Housing Register applicants as compared to High Road West residents**

The information below is based on the head of the household.

	Housing Register	Love Lane Phase 2 Tenants (87 tenants)
Male	33.7% of households in band B are males 25% of households in band A are males	46 % of households are male
Female	75% of households in band B are females 66% of households in band A are females	54 % of households are female

**Table 2 - Disability Status of Housing Register applicants as compared to High Road West residents**

The information below is based on the head of the household

	Housing Register	Love Lane Phase 2 Tenants
Disabled	Band A- 5.6% Band B- 15.3% Band C- 18.5%	30%
Not Disabled	Unclear	70%

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**Table 3 - Ethnicity of Housing Register applicants as compared to High Road West residents and 2011 census**

The information below is based on the head of the household

	Housing Register	Love Lane Phase 2 Tenants	Census 2011
Asian	7.2%	7.2%	9.5%
Black	42.5%	51.2%	18.8%
Mixed	4%	1.2%	6.5%

Other	7.5%	7.1%	4.7%
White	35.4%	31%	60.5%
Not known/Refused	0%	3.6%	0%

### **Notes on Table 3**

Table 3 above shows that both Housing Register applicants and Love Lane residents include approximately 65% BME households and 35% white households, as compared to 40% BME households and 60% white households across Haringey as at 2011 Census.

The re-housing of both Housing Register and Love Lane tenants disproportionately benefits BME households (compared to the wider Haringey population), who are often over represented amongst those in housing need and/or living in disadvantaged areas.

**Table 4 - Age of Housing Register applicants as compared to High Road West residents**

	Housing Register	Love Lane Phase 2 Tenants
64 +	Band A- 12% Band B- 1% Band C- 2.6%	17.2%
45-63	Band A- 58.5% Band B- 22% Band C- 24%	42.5%
25-44	Band A- 18% Band B- 66.8% Band C- 61.1%	40.2%
18-24	Band A- 11.1% Band B- 9.9% Band C- 11.9%	0.0%
Under 18	Band A- 0% Band B- 0% Band C- 0.3%	0.0%

## Notes on Table 4

The vast majority of applicants on Haringey's Housing Register by number are in the age group 25-44 and this is the largest group in every band except Band A. By proportion this age group is the largest in Band B. In Band A, the applicants with the highest priority by proportion are in the 64+ age group whilst in numbers, the largest group of applicants is in the age group 45-63.

Stage 5b – For your employees and considering the above information, what impact will this proposal have on the following groups: Positive and negative impacts identified will need to form part of your action plan.				
	Positive	Negative	Details	None – why?
Sex				Not applicable
Gender Reassignment				Not applicable
Age				Not applicable
Disability				Not applicable
Race & Ethnicity				Not applicable
Sexual Orientation				Not applicable
Religion or Belief (or No Belief)				Not applicable
Pregnancy & Maternity				Not applicable
Marriage and Civil Partnership				Not applicable

Stage 6 - Initial Impact analysis	Actions to mitigate, advance equality or fill gaps in information
<p>The analysis conducted in stage 5a above, compares the profiles of Housing Register applicants and High Road West residents, with comparative information available in respect of gender, disability and ethnicity and age only.</p> <p>This demonstrates that both the Housing Register and High Road West residents include similarly high proportions of disadvantaged groups.</p> <p>It is clear from this analysis, that initiating the re-housing process for tenants in phase 2 of the Love Lane Estate, will have a positive impact for these groups (gender, disability, ethnicity and age) on the Love Lane Estate as they will have more re-housing choice and are likely to secure</p>	<p>Officers will be seeking to mitigate any negative impact on households on the Housing Register by managing the number and speed for which Love Lane households are put into Band A and thus can bid for properties. Tenants can only be put into Band A once they have completed a needs assessment and the assessment has been assessed and verified. Therefore, the Love Lane Re-housing Officers will be able to control the number of re-housing needs assessments completed and assessed, so that the Council can control the number of tenants being put into Band A and bidding for properties.</p> <p>Officers are also producing an annual supply and lettings plan, which will detail how many void properties will be allocated to the identified</p>

<p>a new home that meets their need in a shorter period of time.</p> <p>It also shows that this decision will have a negative impact on these groups of households on the Housing Register as these households are likely to have to wait longer to secure permanent accommodation.</p>	<p>groups on the Housing Register. This will include the percentage of properties per year that will be let to residents who require re-housing as a result of estate regeneration schemes (Band A) and percentage of properties that will be let to homeless households (Band B). This plan is due to be considered by the Council's Cabinet in the new year. If agreed at Cabinet, the plan will be reviewed and agreed on an annual basis and will set the total number of void properties which will be available to each housing waiting list group and will thus be able to ensure that proportionate amounts of housing is supplied to each group.</p>
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Stage 7 - Consultation and follow up data from actions set above	
Data Source (include link where published)	What does this data include?
<p>It is not proposed that the Council initiate a consultation exercise with Love Lane tenants and all of the households on the housing register to seek their views on initiating the re-housing process for phase 2 tenants on the Love Lane Estate.</p> <p>This is due to the fact that prior to agreeing the High Road West Masterplan in December 2014, the Council undertook almost three years of consultation with Love Lane residents about the Masterplan and the re-housing options for residents.</p> <p>As part of this consultation, in September and October 2014, the Council undertook a s105 consultation with secure council tenants. This consultation sought secure council tenants on the Love Lane Estate's views on the regeneration proposals including the Love Lane tenant guide. This guide set out the re-housing options for Love Lane. The consultation showed that there was clear support for the regeneration proposals and clear support for maximising resident's re-housing choices.</p> <p>The Love Lane Resident Charter, which set out Love Lane residents aspirations for the regeneration proposals and was agreed at Cabinet in</p>	

December 2014, set out the following aspirations for re-housing:

- A good range of affordable re-housing options to be provided on and off the estate to extend housing choice for existing tenants and their household members.
- All tenants who wish to be re-housed as a secure tenant (or into another form of social housing tenure) off the estate should be allowed to do so through Haringey's Choice Based Lettings Scheme. Tenants requiring re-housing off the estate should receive top priority as their relocation is required as part of a redevelopment scheme. Direct offers should only be used as a last resort for vulnerable tenants and they should receive at least three 'reasonable offers' to consider.
- A reasonable period of time must be allowed for the decant process to allow sufficient choice for tenants who wish to be re-housed off the estate and to for proper consideration of their households circumstances, needs and preferences.

The Love Lane Resident Association and the Independent Tenant and Leaseholder Advisor (ITLA ) working with Love Lane residents have been consulted on the proposal to initiate the rehousing process for secure council tenants in phase 2. Both the Residents Association and the ITLA are extremely supportive, and have, in fact, been requesting this proposal. This is primarily due to the fact that they believe this proposal will maximise residents' re-housing choice.

In early 2015 the Council consulted 9,300 households on the housing waiting list on the Council's Ambrose and Mallory Court Local Lettings Plan, which sought to prioritise the allocation of 30 properties at Ambrose and Mallory Court for Love Lane tenants. Love Lane tenants were also consulted on the Local Lettings Plan. This consultation showed that both the Love Lane residents (75% of respondents ) and households from the housing register (83% of respondents) agreed with

the proposal to prioritise the tenants of the Love Lane Estate for the new properties available at Ambrose and Mallory Court.	
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### Stage 8 - Final impact analysis

This document assesses the potential equalities implications arising from initiating the re-housing process for secure council tenants living in Phase 2 of the Love Lane Estate.

The analysis conducted compares the profiles of Housing Register applicants and Love Lane tenants living in phase 2, with comparative information available in respect of gender, disability, ethnicity and age only.

This demonstrates that both the Housing Register residents and tenants in phase 2 of the Love Lane Estate include similarly high proportions of disadvantaged groups.

It is clear from this analysis that initiating the re-housing process for tenants in phase 2 of the Love Lane Estate will have a positive impact for these groups (gender, disability, ethnicity and age) on the Love Lane Estate, as they will have more re-housing choice and are likely to secure a new home that meets their need quicker. It also shows that this decision will have a negative impact on these groups of households on the Housing Register as these households are likely to have to wait longer to secure permanent accommodation.

Officers will be seeking to mitigate any negative impact on households on the Housing Register by managing the number and speed for which Love Lane households are put into Band A and thus can bid for properties. Tenants can only be put into Band A once they have completed a needs assessment and the assessment have been assessed and verified. Therefore, the Love Lane Re-housing Officers will be able to control the number of re-housing needs assessments completed and assessed, so that the Council can control the number of tenants being put into Band A and bidding for properties.

Officers are also producing an annual supply and lettings plan, which will detail how many void properties will be allocated to the identified groups on the Housing Register. This will include the percentage of properties per year that will be let to residents who require re-housing as a result of estate regeneration schemes (Band A) and percentage of properties that will be let to homeless households (Band B). This plan is due to be considered by the Council's Cabinet in the new year. If agreed at Cabinet, the plan will be reviewed and agreed on an annual basis and will set the total number of void properties which will be available to each housing waiting list group and will thus be able to ensure that proportionate amounts of housing is supplied to each group.

### Stage 9 - Equality Impact Assessment Review Log

Review approved by Director / Assistant Director

Helen Fisher

Date of review

Review approved by Director / Assistant Director

Date of review

### Stage 10 – Publication

Ensure the completed EqIA is published in accordance with the Council's policy.

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**Report for:** Cabinet

**Item number:** 16

**Title:** Tottenham Hotspur Football Club stadium and associated development – land appropriation agreement

**Report authorised by:** Lyn Garner, Director of Regeneration, Planning and Development

**Lead Officer:** Sarah Lovell, Area Regeneration Manager (North Tottenham West)

**Ward(s) affected:** Northumberland Park

**Report for Key/**

**Non Key Decision:** key decision

**1. Describe the issue under consideration**

- 1.1 Tottenham Hotspur Football Club (“THFC”) have submitted a new planning application for the Northumberland Development Project (“revised NDP”), which is located on the THFC site as shown edged blue on the plan in Appendix 1 (“the THFC Site”). This revised planning application will, if agreed by the Planning Sub-Committee on the 16<sup>th</sup> December 2015, infringe the rights of light of a number of properties adjoining the THFC Site.
- 1.2 Because of this, THFC has requested that the Council exercises its statutory powers to acquire (under Section 227 of the Town and Country Planning Act 1990 (as amended) (“the Act”)) the THFC Site for planning purposes and then lease-back the THFC Site to THFC. This will enable both the Council and THFC to benefit from the protection afforded by Section 237 of the Act (“Section 237”) when implementing the revised planning application.
- 1.3 Section 237 is a legal provision that has the effect of converting the rights of a property owner (including rights to light) to an entitlement to compensation only. This means that a property owner may not injunct a development scheme and so prevent its implementation.
- 1.4 Officers are recommending this course of action, as they want to support the revised NDP, which will deliver catalytic regenerative and community benefits. The protection of Section 237 will ensure that injunctable rights are removed and consequently the funding and the delivery timescales of the scheme will not be adversely affected.
- 1.5 This report explains what easements are (especially rights of light); why THFC has requested that the Council intervenes and uses its statutory powers; the legal effect of the operation of Section 237 and why such an intervention is considered by Officers to be necessary and appropriate.

- 1.6 What are “easements” and “third party rights” and, in particular, what is a right of light?
- 1.7 An easement or a third party right is a right enjoyed by a third party over land owned by another party – for example rights of way or rights of light.
- 1.8 A right of light is enjoyed by one property against another and protects the amount of light enjoyed by a property in accordance with well-established principles.
- 1.9 Any interference with a right of light may be prevented by those affected by seeking an injunction against those who are infringing their right. Historically, developers of tall buildings have been able to avoid injunctions by reaching settlement agreements with affected neighbours for the release of their rights of light upon the payment of compensation. However, all such settlements must be reached by agreement and if that is not possible there have been cases where those who enjoy rights of light have delayed or prevented a development from proceeding by threatening to or actually seeking an injunction.
- 1.10 What is Section 237?
- 1.11 Section 237 applies where the Council acquires or appropriates land for planning purposes so that easements and third party rights (including rights of light and those described in para 6.10 below) may be overridden pursuant to those provisions by development of that land (provided it is carried out in accordance with planning permission).
- 1.12 As detailed above, Section 237 operates to translate the right of an owner of an affected property from an injunctionable right into an entitlement to compensation only. The compensation is assessed against compulsory purchase compensation principles based on the diminution of the value of the affected property as a result of the interference with the right.
- 1.13 The protection provided by Section 237 will apply both to the Council, were it to undertake the development, and also to any party deriving title to the land from the Council. Therefore, if the Council acquires the THFC Site for planning purposes and subsequently disposes of the THFC Site, the risk of an affected property owner, tenant or occupier seeking an injunction to prevent a scheme going ahead based on the infringement of a right to light (or any other right) will be removed.
- 1.14 For Section 237 to come into effect the Council must resolve:
- To acquire the THFC Site under Section 227 of the Act, which authorises the Council to acquire land for planning purposes. To do so the Council would need to be satisfied that the circumstances set out in Section 226 of the Act are met – in summary, that acquiring the land would facilitate the carrying out of development and that the development in question would contribute to the economic, social or environmental well-being of the area, and;

- That the requirements of Section 233 of the Act, which authorises the disposal of land by a Council (at the best consideration that can reasonably be obtained) that has been acquired for planning purposes providing the Council is satisfied that the disposal is expedient to secure the best use of the land or the carrying out of the development which it appears to the Council is needed for the proper planning of the area.

## **2. Cabinet Member Introduction**

- 2.1 THFC have been a fixture in north Tottenham for over a century and have come to be a major driver in economic and social value not only in Tottenham but the borough as a whole. This has been through being both a major sporting attraction and as a delivery vehicle of employment and education programmes. In their revised planning application for the NDP scheme, submitted in September 2015, THFC raise the bar and look to accelerate the pace of socio-economic and physical change in north Tottenham.
- 2.2 If granted planning permission, the revised NDP scheme will bring a state-of-the-art stadium that will have an increased capacity for football, American Football (NFL), concerts and community events and thus help realise the Council's vision for creating a new leisure destination in north Tottenham. Indeed, just through hosting the world's most popular leagues, the Premier League and NFL - collectively viewed by over 5 billion people in 200 countries, the new stadium will raise the profile of Tottenham around the world.
- 2.3 As well as helping to create a leisure destination for London and acting as a catalyst for wider regenerative change, the revised NDP also significantly increases the community benefits of the scheme. This includes an increase in the number of new homes and jobs generated, the provision of a modern new health centre and more high quality public open space, including a new multi-use square. The revised plan seeks to deliver over £600m of investment into north Tottenham and will generate at least 19.45 million per year for the local economy.
- 2.4 Members are asked to support the recommendations of this report. By supporting these recommendations Members will be ensuring that injunctions, which could adversely affect the scheme going ahead will be prevented and will ensure that THFC can secure the necessary funding to deliver the revised scheme. Members are asked to recognise the critical importance of THFC to the community and businesses in Tottenham. The socio-economic and community benefits of the revised NDP will bring much needed regeneration to Tottenham and help meet the Council's objectives as set out in both the Strategic Regeneration Framework ("SRF") and the emerging Tottenham Area Action Plan ("AAP"). This, in turn, will lead to a net socio-economic and environmental benefit to London as a whole.
- 2.5 Members are also asked to note that THFC have undertaken an extensive engagement process with all parties who have their rights of light infringed. THFC have offered to pay reasonable costs for all parties to receive both independent legal and specialist rights of light advice.

## **3. Recommendations**

3.1 It is recommended that Cabinet agree the following, subject to the THFC's revised planning application for the NDP (HGY/2015/3000) securing a positive resolution to grant planning approval on the 16<sup>th</sup> December 2015:

- (i) To acquire the freehold interest in the THFC Site, pursuant to Section 227 of the Act for planning purposes;
- (ii) To dispose of the THFC Site to Meldene Limited (a THFC company) pursuant to Section 233 of the Act;
- (iii) Resolves that it is the intention of the Council that its resolutions under Sections 227 and 233 are intended to attract the application not only of Section 237, but also any replacement, whether Clause 137 of the Housing and Planning Bill (as enacted) or otherwise;
- (iv) That the terms of the acquisition and the disposal for the THFC Site shall be based on the Heads of Terms ("the Heads of Terms") attached at Appendix 2 (exempt) of this report;
- (v) To give delegated authority to the Director of Regeneration, Planning and Development in consultation with the Assistant Directors of Corporate Property & Major Projects and Corporate Governance to agree any variation to the Heads of Terms;
- (vi) To give delegated authority to the Director of Regeneration, Planning and Development and the Chief Operating Officer to agree the compensation from THFC in relation to Council owned properties that have their freehold right of light infringed by the revised NDP; and
- (vii) To give delegated authority to the Assistant Director of Corporate Property & Major Projects in consultation with the Assistant Director of Corporate Governance to agree the deed of release for these properties.

#### **4. Reasons for decision**

4.1 The overarching rationale for supporting all of the recommendations above is that the Council wishes to support and facilitate the delivery of the revised NDP scheme, which as mentioned above, will bring significant public benefits, act as a catalyst for wider regenerative change and will deliver the objectives for north Tottenham as set out in the SRF and the AAP. If the Council were to not agree these recommendations, the revised NDP scheme will be at risk of injunction and will not be able to secure the necessary funding.

4.2 The key reason for supporting the acquisition and disposal of the site, recommendations (i) and (ii), is that it will facilitate the delivery of the revised NDP scheme contributing to the economic and social well being of the area. The development is strongly in the public interest and without such acquisition and disposal neither THFC nor anyone else can or will carry out the development. The detail consideration and rationale for both recommendations

(i) and (ii) which will have the effect of engaging Section 237 is set out in paragraphs 6.12 - 6.48 of this report.

- 4.3 The reason for recommendation (iii) is that the Housing and Planning Bill is currently progressing through Parliament. This contains Clause 137 which will (if enacted) lead to the repeal of Section 237 and its replacement with a similar provision making available Section 237 powers to a wider number of public bodies. It is anticipated that transitional provisions will also be enacted to “save” any resolutions made in order to give effect to Section 237. But it is felt that the Council should resolve that its resolutions under Sections 227 and 233 are intended to attract the application not only of Section 237 but also any replacement whether Clause 137 or otherwise.
- 4.4 The reason for supporting recommendations (iv) and (v) are that the Council will need to have agreed terms for the disposal of the THFC Site. Without agreed terms, the acquisition and disposal of the site could not go ahead.
- 4.5 The reason for supporting recommendation (vi) is that the Council is entitled to compensation for the infringement of its rights of light by the revised NDP in respect of its properties. Clearly, the Council would not wish to threaten the delivery of the development through seeking an injunction. Accordingly, Officers have sought independent rights of light advice and are finalising negotiations on the level of compensation the Council is entitled.

## **5. Alternative options considered**

- 5.1 Officers have considered not acquiring the THFC Site for planning purposes. The implication of this option is that the revised NDP will be at significant risk of injunction to stop the development from being carried out.
- 5.2 Historically, developers of tall buildings have been able to avoid injunctions by reaching agreements with affected neighbours for the release of their rights of light upon the payment of compensation.
- 5.3 When it was not possible to resolve claims by negotiation, the courts use their discretion to award damages instead of an injunction based on compulsory purchase compensation principles where:
  - The interference was small;
  - It could be estimated in money;
  - It could be adequately compensated by a small payment; and
  - An injunction would be oppressive.
- 5.4 However, recent case law, in particular a 2010 case relating to a development in Leeds, has re-affirmed that an injunction remains the primary remedy for any party whose rights of light will be infringed by a proposed development.
- 5.5 The effect of this court decision is that it has become significantly more difficult to reach negotiated agreements with affected owners of rights to light.

- 5.6 In turn, this has made it much more difficult for developers to secure development finance as funders require all injunctable rights to light to have been released through appropriated negotiated agreements before they will provide funding.
- 5.7 The revised NDP will help facilitate the wider regeneration objectives set out in the SRF and meet the site requirements defined within the AAP. Consequently, Officers believe that removing the risk of injunction and any detrimental impact injunction would have on the funding required to deliver the revised NDP is the only option. Officers therefore, recommend that the Cabinet agree the recommendations above.

## **6. Background and summary information**

### **Background**

#### Northumberland Development Project

- 6.1 THFC have been promoting the redevelopment of the existing THFC stadium and surrounding site since 2009. In 2012, following revisions to earlier planning applications, THFC secured a planning permission to develop a 56,250 seat stadium, a new supermarket, new commercial space and 285 new homes.
- 6.2 Much progress has been made with delivering the scheme. The first phase, which included a new supermarket and new University Technical College has been built. The Compulsory Purchase Order was confirmed in 2015, after statutory challenge, and the remaining land acquired by agreement thereby ensuring that all land required to deliver the project has now been secured. It is also the case that ground works have, pursuant to the revised basement planning permission granted in 2015, commenced on the site.
- 6.3 In September 2015, THFC submitted a new planning application for the revised NDP. This application seeks to increase the capacity of the stadium to 61,000 seats with associated 'Tottenham Experience' museum and shop, deliver 585 residential homes (in four residential towers ranging from 16 – 32 storeys), a hotel, a new 'extreme sports' centre and a health centre. This planning application is due to be considered by the Council's Planning Sub-Committee on the 16<sup>th</sup> December 2015. The land on which the revised NDP is to be implemented is the THFC Site.

#### Previous Cabinet decision - Rights of Light and Section 237

- 6.4 Following THFC securing planning approval in 2012, they requested that the Council utilise its statutory powers to acquire, and appropriate the THFC Site for planning purposes and then lease-back the site to THFC. This would have enabled THFC to benefit from the protection provided by Section 237 when implementing that approval.
- 6.5 In February 2013 the Cabinet agreed to utilise its powers to acquire the THFC Site for planning purposes and then dispose of the site by granting THFC a 999 year leasehold. However, these recommendations were subject to the Head of Corporate Property Services, in consultation with the Head of Legal Services

being satisfied that 'the acquisition, appropriation and disposal is necessary in order to enable the NDP Scheme to be carried out including consideration of whether those entitled rights of light are prepared by agreement (on reasonable terms and within a reasonable time) to permit infringements of those rights'.

- 6.6 This condition was in place, as at that time, THFC had not initiated the process of negotiating with owners/tenants whose right of light would be affected by the NDP.
- 6.7 Whilst Cabinet have already made a decision to utilise its powers to acquire and dispose of the THFC Site for planning purposes, this decision was based on the planning permission granted in 2012 and was made prior to THFC initiating any negotiations with owners/tenants whose right of light would be affected by the NDP.
- 6.8 As a new planning application, which promotes higher development that will infringe the rights of light of a number of properties adjoining the THFC Site, has been submitted and is to be considered at Planning Sub-Committee tomorrow evening, the Cabinet will be required to make a new decision in relation to the use of Section 237 in respect thereof.
- 6.9 It is the stadium and buildings in the southern phase of the revised NDP which will infringe the rights of light of a number of properties. These properties are identified on the plan attached in Appendix 3 (exempt) and in the Schedules in Appendices 5 and 6 (exempt) to this report.

#### Other rights

- 6.10 In addition to rights of light, there are various historic restrictive covenants and other legal rights affecting the THFC Site. They include private rights of way, restrictive covenants restricting the sale of alcohol, rights of drainage and various unknown rights. The majority of these rights are historic, dating back to the turn of the century and are no-longer relevant. A schedule of these rights can be found in Appendix 4 (exempt).
- 6.11 If the Council acquires the land for planning purposes these rights will also be overridden and translated from an injunctionable right into an entitlement to compensation only.

### **Summary Information**

#### Use of Section 237 - Considerations

- 6.12 The effect of Section 237 is to allow beneficial regeneration to take place without the risk of injunction being sought to prevent the development. However, it is recognised that this can involve the interference with human rights – in particular the right to peaceful enjoyment of possession and the right to respect for private and family life and home.
- 6.13 In light of this, Officers have looked at best practice and have developed 6 key areas of consideration (adapted from the City of London Corporation) to help

determine whether the use of Section 237 is appropriate, reasonable and necessary. The considerations are set out below:

6.14 Consideration 1: The use of statutory powers is required in that:

- (i) *The infringements cannot reasonably be avoided;*
- (ii) *The easements to be interfered with cannot reasonably be released by agreement with affected owners;*
- (iii) *The development is prejudiced due to the risk of injunction and adequate attempts have been made to remove the injunction risks.*

6.15 The revised NDP has been designed to take into account THFC's requirement for a new world class stadium of a certain size and capacity, which will host both football and NFL matches for London and the need to meet the Council's requirements as set out in the AAP.

6.16 THFC has advised that it is not possible to make any minor alterations to the design that will make a material difference to the infringement of the rights to light. Interference with the rights of light is therefore necessary to enable the revised NDP to proceed.

6.17 Consideration should be given to whether agreements with the owners of affected properties can be reached to permit infringement with their rights of light. 55 properties potentially have their right of light affected but, as many properties were subject to leasehold interests, there were 91 legal interests to reach agreement with. In June 2015, THFC initiated a thorough engagement process with all affected parties. Officers have met THFC on a fortnightly basis to understand and review the progress of the engagement and negotiation. The detail of the engagement and negotiation undertaken can be found in the Schedules at Appendices 5 and 6 (both exempt).

6.18 To date, THFC have reached agreement with 34 of the 91 parties. Whilst it would have been preferable to reach agreement with all parties, given the number of parties affected this has not been possible. This is despite THFC undertaking a thorough engagement process and there being a 7 month negotiation period.

6.19 It is not feasible to extend the amount of time allowed for negotiation with all affected parties, in an attempt to reach an agreement, as THFC's development timetable and business case requires that the new stadium is completed in the summer of 2018, so that THFC only have to play away from White Hart Lane for one season. To meet this deadline THFC must secure all the necessary funding by early 2016. To secure the funding THFC need to ensure that all injunctable rights have been released through appropriate negotiated agreements or by way of the recourse to the Section 237 powers before they will provide funding.

6.20 It is highly likely that some affected owners will seek or at least threaten injunctive relief, therefore Officers recommend utilising the Council's Section 237 powers.

- 6.21 Consideration 2: The use of statutory powers will facilitate the carrying out of the Development;
- 6.22 As explained above, THFC will not be able to implement the development or secure the necessary development financing for the revised NDP whilst there remains a risk that affected owners could prevent the development by seeking injunctive relief.
- 6.23 THFC has confirmed and Council officers agree that the revised NDP cannot be carried out until either agreement has been reached with all affected owners or the rights of light (and other rights) have been overridden by way of the Section 237 provisions.
- 6.24 Therefore, the Council may be satisfied that the requirements of Section 226<sup>1</sup> are satisfied as the acquisition will clearly facilitate the development of the THFC site.
- 6.25 As regards Section 233<sup>2</sup> the Council may be satisfied that its requirements have been met as the revised NDP scheme complies in all material respects with the Council's Development Plan and both the SRF and AAP.
- 6.26 Consideration 3: The development will contribute to the promotion and improvement of the economic, social or environmental well-being of the area and therefore be in the public interest;
- 6.27 The AAP is being prepared to ensure that the scale of development and change proposed for Tottenham through to 2026 and beyond is positively managed and guided by a planning framework. It also ensures that investment decisions meet the aspirations of the local community and the Council for the area as a whole, as well as specific places and locations within it. The AAP sets the following vision for north Tottenham:
- "North Tottenham will be transformed into a mixed and sustainable community and new leisure destination for London - a place where people want to live, work and visit."*
- 6.28 This vision also recognises the importance of development on the THFC site in meeting the vision for the area:
- "With the Tottenham Hotspur FC development scheme serving as a catalyst for wider area change, there will be a substantially improved local centre with a balanced mix of high quality homes, jobs, community and leisure facilities"*
- 6.29 The policies and site requirements set out in the AAP, ensure that any development on this site will contribute to the promotion and improvement of the economic, social or environmental well-being of the area.

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<sup>1</sup> Section 226 of the Town and Country Planning Act 1990 will be satisfied if in summary, that the acquisition would facilitate the carrying out of development and that the development in question would contribute to the economic, social or environmental well-being of the area.

<sup>2</sup> Section 233 of the TCPA 1990 authorises the disposal of land by a Council (at the best consideration that can reasonably be obtained) that has been acquired for planning purposes providing the Council is satisfied that the disposal is expedient to secure the best use of the land or the carrying out of the development which it appears to the Council is needed for the proper planning of the area.

6.30 The revised NDP application is due to be considered by the Council's Planning Sub-Committee on the 16<sup>th</sup> December. The Planning Sub-Committee will assess the public benefits of the scheme, which include:

- A new "world class" 61,000 seat stadium capable of hosting a variety of major sporting and non sporting events, with improved safety, whilst attracting a significant number of additional visitors to the area
- A new 180 bedroom hotel with an additional 49 serviced apartments
- A new multi-use building, 'The Tottenham Experience', comprising the club megastore, museum and other visitor attractions
- A Sports Centre (Class D2) with the aspiration for this to focus on extreme sports building including the potential for the world's highest climbing wall and one of its deepest dive tanks
- The creation of a leisure/sports focussed 7 day a week destination with an international profile
- A package of measures including training secured by s106 to maximise the job opportunities for local people in construction and the operation of the proposed facilities
- A new high quality public realm in and surrounding around the development including a new multi use public square.
- New D1 space intended for use as a community health centre
- The restoration of the Grade II Listed Warmington House and the repair of nine listed buildings within the site boundary so as to safeguard and secure future use of the retained heritage assets
- The construction of 585 new homes
- 890 construction jobs and 820-1030 additional jobs

6.31 It is the Officers' view that, the Cabinet should consider that the revised NDP is in the public interest, should Planning Sub-Committee resolve to grant planning permission at its meeting on the 16<sup>th</sup> December.

6.32 It is clear that the requirements of Section 226(1A) of the Act will be fulfilled because:

- the regenerative benefits of the revised NDP will lead to the improvement of the economic well-being of the area;
- the community benefits offered by the revised NDP will lead to the improvement of the social well-being of the area; and the
- the improved public realm and increased east-west connectivity, coupled with the benefits of an extended Controlled Parking Zone ("CPZ") and increase in the use of public transport offered by the revised NDP will lead to the increased environmental well-being of the area.

6.33 Consideration 4: *The benefits of the Development could not be achieved without giving rise to the infringements of the identified rights.*

6.34 The benefits arising from the NDP are generated by THFC's desire to develop and the Council's desire to encourage the substantial public benefits of a new world class Stadium in Tottenham. As set out above, it is not possible to

redesign the stadium so that it does not infringe the identified rights to light whilst still meeting these aspirations.

- 6.35 THFC would not bring forward a new stadium nor would the Council support such a scheme that did not meet these aspirations. Therefore, the practical reality is that no development would be brought forward if the proposed design was compromised by claims relating to rights of light or other private rights. It is likely that the public benefits arising from the revised NDP can only be achieved through reliance upon Section 237.
- 6.36 *Consideration 5: Is it in the public interest that the development is carried out?*
- 6.37 Officers believe that there is a compelling public interest case in the development being carried out and the prospects of the revised NDP being delivered are significantly increased by the application of Section 237.
- 6.38 *Consideration 6: Is the public interest to be achieved proportionate to the private rights being infringed by the action of Section 237?*
- 6.39 The Human Rights Act 1998 effectively incorporates the European Convention on Human Rights into UK law and requires all public authorities to have regard to Convention Rights. In making decisions Members therefore, need to have regard to the Convention. The rights that are of particular significance to Cabinet's decision are those contained in Articles 8 (right to home life) and Article 1 of the 1<sup>st</sup> Protocol (peaceful enjoyment of possessions).
- 6.40 Article 8 provides that there should be no interference with the existence of the right to home life except in accordance with the law and, as necessary in a democratic society in the interest of the economic well-being of the country, protection of health and the protection of the rights and freedoms of others. Article 1 of the 1<sup>st</sup> Protocol provides that no-one shall be deprived of their possessions except in the public interest and subject to the conditions provided for by law although it is qualified to the effect that it should not in any way impair the right of a state to enforce such laws as it deems necessary to control the uses of property in accordance with the general interest.
- 6.41 In determining the level of permissible interference with enjoyment the courts have held that any interference must achieve a fair balance between the general interests of the community and the protection of the rights of individuals. There must be reasonable proportionality between the means employed and the aim pursued. The availability of an effective remedy and compensation to affected persons is relevant in assessing whether a fair balance has been struck.
- 6.42 Therefore, in deciding whether to proceed with the recommendations, Members need to consider the extent to which the decision may impact upon the Human Rights of the landowners and residents and to balance these against the overall benefits to the community, which the redevelopment will bring. Members will wish to be satisfied that interference with the rights under Article 8 and Article 1 of the 1<sup>st</sup> Protocol is justified in all the circumstances and that a fair balance would be struck in the present case between the protection of the rights of individuals and the public interest.

- 6.43 Human rights issues arise in respect of the proposed arrangements. Members must balance the public benefits that will arise from the use of statutory powers against the interference with the private interests. Members must consider whether this interference is necessary and proportionate.
- 6.44 The public benefits that will stem from the Council's statutory powers are summarised above.
- 6.45 When assessing the interference with private interests it is important to recognise that the impact of the proposed development in daylight and sunlight terms will be fully assessed as part of the planning process and will be considered by the Council's Planning Sub-Committee when it considers the planning application of the 16th December 2015.
- 6.46 Similarly the right of affected owners to claim compensation for the infringement of their rights of light (and other rights) is also relevant to an assessment of the proportionality of the infringement with the private rights. As mentioned above, 34 of the affected third parties have negotiated acceptable compensation and have completed a deed of release.
- 6.47 Against this background, officers' views are that, should the revised NDP secure the positive resolution to grant planning approval by the Planning Sub-Committee on the 16th December 2015, then the interference with the private rights is proportionate and necessary in this instance when assessed against the substantial public benefits. Officers also take the view that the scheme of compensation proposed will mitigate any infringement of those private rights.
- 6.48 In light of all the above considerations, Officers recommend that the Cabinet resolves to exercise its powers under Sections 227 and 233 in order that Section 237 may be applied in connection with the THFC Site and the revised NDP.

#### Compensation Entitlement

- 6.49 As previously mentioned, the effect of Section 237 is to translate an injunctable right where rights (including right of light) have been infringed into an entitlement to compensation only. Compensation is based upon the compulsory purchase principles of diminution of value. The amount of compensation payable will be based on the reduction in the value of the respective property.
- 6.51 The Council owns a number of properties whose rights of light will be infringed and as a result is entitled to compensation. The Council properties affected are listed at Appendix 6 (exempt). The Council commissioned Deloitte Real Estate ('Deloitte') to: (i) verify the model produced by THFC's Rights of Light surveyors ('GIA') which identified the affected properties; (ii) to agree the method of calculating the right of light compensation and explore, in the alternative for that site, possible mitigation measures for the Northumberland Park School; and (iii) verify the compensation amount payable to the Council.

#### Northumberland Park School and mitigation measures

- 6.52 Deloitte were asked to inspect Northumberland Park School, to not only determine the level of infringement but also to determine whether mitigation measures could be introduced to reduce light loss on the site. The inspection has concluded that the majority of the light loss is to halls, offices and communal areas as opposed to class rooms. The only reasonable mitigation measure would be to put additional windows in the affected areas.
- 6.53 Following Deloitte's inspection it has been determined that it would not be feasible, due to construction, disruption and cost to add additional windows into any affected areas on the school.

#### Council Compensation

- 6.54 Deloitte are working with Council offers to negotiate the compensation entitlement with THFC. It is anticipated to be in the range of £350, 000.00-£400,000.

#### Council tenants and leaseholders

- 6.55 A number of secure Council tenants and leaseholders living in Council properties affected have also been offered compensation. GIA has sent letters to affected tenants and leaseholders and has, where possible, undertaken surveys of the properties involved. All those affected have been offered free independent legal advice together with commercial advice from rights of light specialists. Surgeries for both the tenants and leaseholders affected were held on October 28<sup>th</sup> and November 12<sup>th</sup> with representatives from both THFC and the Council present. At the surgeries, GIA explained the infringement, the method for calculating compensation and offered compensation to those willing to accept compensation and release their rights. An independent surveyor and a legal advisor were, at the expense of THFC, available at these events to advise tenants and leaseholders.

#### Engagement and negotiation

- 6.56 Appendices 5 and 6 (exempt) detail the level of engagement and negotiation that THFC have undertaken with each affected tenant and leaseholder, as well as the third party interests.
- 6.57 Members are asked to note that THFC have written to the Council to confirm that they will honour all compensation offers to parties who have accepted offers, but have not finalised the necessary documentation ahead of the sale and leaseback of the THFC Site.

#### Sale and leaseback arrangements

- 6.58 Should the Cabinet agree to the acquisition of the THFC Site for planning purposes as set out in this report, the terms of the acquisition from and the leaseback to Meldene Limited shall (subject to the terms of the delegation in recommendation (v) above) be based on the Heads of Terms attached at Appendix 2 (exempt).

## 7.0 Contribution to strategic outcomes

- 7.1 The above recommendations are key to delivering the revised NDP in a timely and efficient way. The revised NDP and the circa £600m private sector investment it brings to north Tottenham, supports the Council in the delivery of two of its corporate plan priorities - Priority 4: Drive growth and employment from which everyone can benefit; and Priority 5: Create homes and communities where people choose to live and are able to thrive.
- 7.2 In terms of growth and employment, as well as the significant number of new jobs the revised NDP directly delivers and the jobs created during the construction phase, event and non-event day activities within the scheme support a large number of businesses and entrepreneurs within the north Tottenham area. Importantly, the revised NDP will also play a catalytic role in the delivery of housing growth throughout the north Tottenham area. The confidence and the perception change this substantial private sector investment will deliver is crucial to unlocking the first phases of the Council's High Road West and Northumberland Park regeneration schemes.

## 8.0 Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

### Finance and Procurement Comments

- 8.1 The acquisition and disposal referred to in this report will be at a consideration of £1 and thus there will be no net cost to the Council in undertaking this transaction. However, for tax purposes the site has been externally valued by Wilkshead and Eve at £13,060,000.
- 8.2 The Council have commissioned Grant Thornton to provide specialist tax advice on the sale and leaseback transaction to ensure that the Council incurs no tax liability due to the exchange. The advice from Grant Thornton of how the transaction should be structured and worded has been incorporated within the documents included with this report. Therefore, the Council will not incur any costs due to the recommendations within this report provided it follows the process set out in the Heads of Terms. The transaction should only progress once all tax implications have been resolved. The cost of this advice has been recharged to Tottenham Hotspur Football Club.
- 8.3 Any subsequent compensation claims for Rights of Light issues will be funded by THFC and the Council is protected in this respect by an indemnity agreement with THFC (signed 25<sup>th</sup> June 2012), the indemnity agreement also covers any tax the Council becomes liable for and professional fees. The Council itself would expect to receive in the region of £350, 000.00 a £400,000.00 in rights of light compensation, this income can be used to support wider Council priorities.
- 8.4 The delivery of the revised NDP is dependent on the Council using its s237 powers on this occasion and in doing so the Council would expect to facilitate further regeneration and support Priority 4 objectives around economic growth.

### Legal Comments

- 8.5 Section 246 of the Act defines “acquisition” and “appropriation” – the former being the acquiring of land for planning purposes and the latter being a decision by the Council to appropriate land it either owns or has acquired for planning purposes.
- 8.6 Section 227 of the Act authorises the Council to acquire land for planning purposes. To do so the Council would need to be satisfied that the circumstances set out in Section 226 of the Act are met – in summary, that it would facilitate the carrying out of development and that the development in question would contribute to the economic, social or environmental well-being of the area.
- 8.7 Section 233 of the Act authorises the disposal of land by a Council (at the best consideration that can reasonably be obtained) that has been acquired for planning purposes providing the Council is satisfied that the disposal is expedient to secure the best use of the land or the carrying out of the development which it appears to the Council is needed for the proper planning of the area.
- 8.8 Section 237 operates by converting the right of an owner of an affected property from an injunctionable right into an entitlement to compensation. The underlying purpose of the section is to ensure that development is not prevented by third parties whilst at the same time ensuring that they are properly and fairly compensated. Compensation is assessed using compulsory purchase compensation principles based on the diminution of the value of the affected property as a result of the interference with the right.
- 8.10 The protection afforded by Section 237 will apply both to the Council, were it to undertake the development, and also to any party deriving title to the land from the Council. Therefore, if the Council acquires the THFC Site for planning purposes or appropriates it and subsequently disposes of it, the risk of an affected property owner, tenant or occupier seeking an injunction to prevent a scheme going ahead based on the infringement of a right to light (or any other right) will be removed.
- 8.11 For Section 237 to come into effect the Council must resolve: (i) To acquire the THFC Site under Section 227; and (ii) That the requirements of Section 233 were met.
- 8.12 The Council has the power under Section 227 of the Act to acquire the THFC Site. The THFC Site will be acquired for planning purposes. It is proposed that immediately on acquisition the Council grants a long lease back to THFC. This will be a disposal falling within the provisions of Section 233 of the Act.
- 8.13 Section 233 requires that if the Council disposes of the THFC site then it must secure the best use of that land or secure the erection, construction or the carrying out of any building works. The Council must also secure best consideration otherwise the consent of the Secretary of State is required. It is proposed that the acquisition and disposal will be in consideration of the leaseback and the transfer with no cash consideration however, a valuation of

the THFC Site has been carried out for the purposes of Stamp Duty Land Tax, Land Registry fees and Value Added Tax. THFC will be fully indemnifying the Council in respect of these liabilities as part of the sale and leaseback.

- 8.14 The Council has received independent expert valuation advice confirming that the disposal of the THFC Site will be at the best consideration that can reasonably be obtained and therefore the consent of the Secretary of State to the disposal is not required.
- 8.15 As stated in this report the provisions of Section 237 will only apply to the revised NDP if it is done in accordance with planning permission however this will not affect any rights belonging to statutory undertakers.
- 8.16 The Cabinet is asked to note that the Housing and Planning Bill is currently progressing through Parliament. This contains Clause 137 which will (if enacted) lead to the repeal of Section 237 and its replacement with a similar provision making available Section 237 powers to a wider number of public bodies. It is anticipated that transitional provisions will also be enacted to “save” any resolutions made in order to give effect to Section 237. Notwithstanding this, it is felt that the Council should resolve that its resolutions under Sections 227 and 233 are intended to attract the application not only of Section 237 but also any replacement whether Clause 137 or otherwise.

#### Equalities

- 8.17 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- eliminate discrimination, harassment and victimisation of persons protected under s4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation);
  - advance equality of opportunity for protected characteristics; and
  - foster good relations between groups who share a protected characteristic and those that do not share that characteristic.
- 8.18 An EqIA has been completed in relation to this decision and can be found at Appendix 9. The EqIA identifies that the revised NDP is anticipated to have significant social and economic benefits for the local area and will have an overall positive impact for communities in the area. Given the profile of the area this will include a large proportion of those with the characteristics protected under the Equalities Act.
- 8.19 Some residents will be affected by the development in terms of their right to light. Although the profile of the area suggests the affected parties may include a large proportion of those with the protected characteristics, it is not anticipated that the proposal will impact on residents in the protected groups disproportionately to other groups of residents. The affected parties have been engaged throughout the consultation process and offered independent information and support. The decision to appropriate and leaseback the site would mean affected parties would lose their injunctionable right but a scheme

of compensation will be implemented to mitigate this impact. Under the scheme of compensation all owners (including the Council as landowner) will be treated equally and fairly, and will have the right of appeal to a Tribunal.

## **9.0 Use of Appendices**

Appendix 1: Plan showing Land (outlined with a blue line boundary) to be acquired and appropriated for Planning purposes.

Appendix 2: Heads of Terms for Sale and Lease-back – S.237 (this document is exempt).

Appendix 3: Plan showing properties with potentially affected prescriptive rights (this document is exempt)

Appendix 4: Schedule of other rights (this document is exempt).

Appendix 5: Schedule listing private properties with potentially affected prescriptive rights (this document is exempt).

Appendix 6: Schedule listing council owned properties with potentially affected prescriptive rights (this document is exempt).

Appendix 7: Equalities Impact Assessment

## **10. Local Government (Access to Information) Act 1985**

10.1 The following background papers are relevant to this report:

- 12<sup>th</sup> February 2013 Cabinet Report- New Football stadium and Associated Development at Tottenham- Land Appropriation and Agreement;
- 20<sup>th</sup> March 2012 Cabinet Report- New Football Stadium and Associated Development at Tottenham, Proposed Northumberland Development Project Compulsory Purchase Order 2012;
- 20<sup>th</sup> March 2012 Cabinet Report-Northumberland Development Project Tottenham – Land Agreement between THFC and the Council;
- The emerging draft Tottenham Area Action Plan
- The Strategic Regeneration Framework

10.2 Exempt information

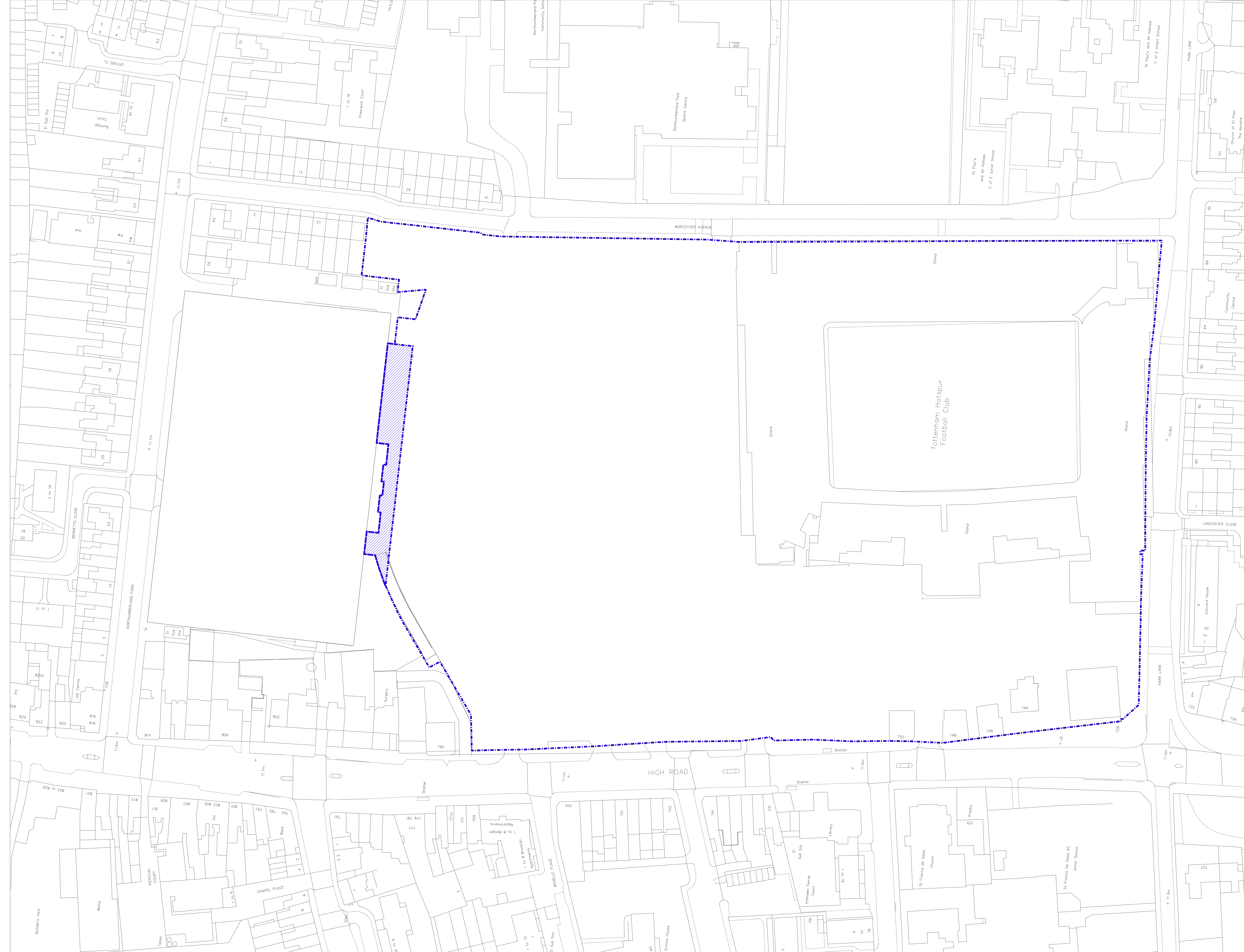
- Heads of Terms for Sale and Lease-back – S.237.
- Plan showing properties with potentially affected prescriptive rights
- Schedule of other rights.

- Schedule listing private properties with potentially affected prescriptive rights.
- Schedule listing council owned properties with potentially affected prescriptive rights.

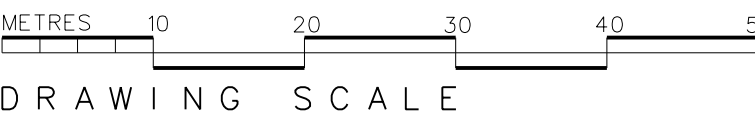
This information is exempt by virtue of one or all of the following paragraphs of Schedule 12A to the Local Government Act 1972 (as amended) namely:

- 1 Information relating to any individual.
- 2 Information which is likely to reveal the identity of an individual.
- 3 Information relating to the financial or business affairs of any particular person (including the authority holding that information).

REV	DATE	AMENDMENTS
00	17/11/2015	INFORMATION
01	02/12/2015	AMENDED FROM COMMENTS



Area shown hatched only includes first floor and airspace above



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PROJECT NAME  
**NORTHUMBERLAND PARK MASTERPLAN**

PROJECT NUMBER  
**13.4494.20**

DRAWING TITLE  
**LAND REGISTRY SITE PLAN**

STATUS	SCALE	SIZE
INFORMATION	1:500	A0
DRAWN	CHECKED	APPROVED
TM	TJ	TJ
AGENT	PROJECT	DRAWING
POP - PL	SRY	0965 01



<b>Equality Impact Assessment (EqIA) Name of Project</b>	Tottenham Hotspur Football Club stadium and associated development – land appropriation agreement	<b>Cabinet meeting date If applicable</b>	Cabinet
<b>Service area responsible</b>	Chief Operating Officer		
<b>Name of completing officer</b>	Sarah Lovell	<b>Date EqIA created</b>	10th November 2015
<b>Approved by Director / Assistant Director</b>	Helen Fisher	<b>Date of approval</b>	23 <sup>rd</sup> November 2015

The Equality Act 2010 places a ‘**General Duty**’ on all public bodies to have ‘**due regard**’ to:

- **Eliminating discrimination, harassment and victimisation**
- **Advancing equality of opportunity**
- **Fostering good relations**

In addition the Council complies with the Marriage (same sex couples) Act 2013.

Haringey Council also has a ‘**Specific Duty**’ to publish information about people affected by our policies and practices.

**All assessments must be published on the Haringey equalities web pages. All Cabinet papers MUST include a link to the web page where this assessment will be published.**

This Equality Impact Assessment provides evidence for meeting the Council’s commitment to equality and the responsibilities outlined above, for more information about the Councils commitment to equality; please visit the Council’s website.

Stage 1 – Names of those involved in preparing the EqlA		
1. Project Lead	Sarah Lovell	5.
2. Equalities / HR	Zakir Chaudhry	6.
3. Legal Advisor (where necessary)	Michelle Williams	7.
4. Trade union		8.

## Stage 2 - Description of proposal including the relevance of the proposal to the general equality duties and protected groups

This document assesses the impact of a Cabinet decision to support the revised Northumberland Development Project (NDP) by agreeing the following recommendations:

- (i) To acquire the freehold interest in the THFC Site, pursuant to Section 227 of the Act for planning purposes;
- (ii) To dispose of the THFC Site to Meldene Limited (a THFC company) pursuant to Section 233 of the Act;
- (iii) Resolves that it is the intention of the Council that its resolutions under Sections 227 and 233 are intended to attract the application not only of Section 237, but also any replacement, whether Clause 137 of the Housing and Planning Bill (as enacted) or otherwise;
- (iv) That the terms of the acquisition and the disposal for the THFC Site shall be based on the Heads of Terms (“the Heads of Terms”) attached at Appendix 2 (exempt) of this report;
- (v) To give delegated authority to the Director of Regeneration Planning and Development in consultation with the Assistant Directors of Corporate Property & Major Projects and Corporate Governance to agree any variation to the Heads of Terms; and
- (vi) To accept the compensation offer from THFC in relation to Council owned properties that have their freehold right of light infringed by the revised NDP and give delegated authority to the Assistant Director of Corporate Property & Major Projects in consultation with the Assistant Director of Corporate Governance to agree the deed of release for these properties.

The reasons for supporting these recommendations are set out in detail in the Cabinet report. However, the overarching rationale for supporting all of the recommendations above is that the Council wishes to support and facilitate the delivery of the revised NDP scheme as it will bring significant public benefits, act as a catalyst for wider regenerative change and will deliver the objectives for north Tottenham as set out in the Strategic Regeneration Framework (“SRF”) and the Tottenham Area Action Plan (“AAP”). If the Council were to not agree these recommendations, the revised NDP scheme will be at risk of injunction and will not be able to secure the necessary funding.

The SRF sets a twenty year vision for Tottenham and sets out seven strategies for achieving this vision, these strategies include:

- World-class education and training

- Improved access to jobs and business opportunities
- A different kind of housing market
- A fully connected community with even better transport links
- A strong and healthy community
- Great places
- The right investment and high quality development

The SRF identifies Northumberland Park and the area around Tottenham Hotspur in particular, as a sports and leisure destination (forming part of the wider commercial and residential development plans). Public realm improvements to bring railway arches back into use and redevelop White Hart Lane station are a key aspect of any redevelopment.

The revised NDP also aligns with the AAP. The AAP has been developed by the Council to guide future development and regeneration in Tottenham. The next iteration of the AAP will be published in accordance with Regulation 19 of the Town and Country Planning (Local Development) (England) Regulations 2012 for consultation from 4<sup>th</sup> December to 8th February 2016 . Following consultation, the Plan will be subject to an Examination in Public and is anticipated to be adopted in autumn 2016.

The AAP identifies the THFC Site as a key development site within north Tottenham and sets the following vision for the area:

*“North Tottenham will be transformed into a mixed and sustainable community and new leisure destination for London- a place where people want to live, work and visit.*

This vision also recognises the importance of development on the THFC Site in meeting the vision for the area:

*“With the Tottenham Hotspur FC development scheme serving as a catalyst for wider area change, there will be a substantially improved local centre with a balanced mix of high quality homes, jobs, community and leisure facilities”*

The AAP sets a number of requirements for the site, which include:

- Redevelopment of the existing football stadium to increase match day capacity, with the introduction of residential, commercial, education, community, leisure and hotel uses, and improved public realm across the site.
- Providing a mix of leisure uses around Tottenham Stadium to ensure it is a destination on match and non-match days;
- Contributing to creating a wider commercial and visitor destination for the area;
- Facilitating walking and cycling links, particularly between nearby stations at White Hart Lane and Northumberland Park, and the stadium.

The revised NDP aims to deliver all of the requirements identified above. The revised NDP will also act as a regeneration catalyst for north Tottenham bringing significant investment and transformative change that will facilitate the delivery of the Council's wider regeneration objectives

for Tottenham.

This EqIA explores the implications of supporting the revised NDP development, and the effect on parties whose right to light will be affected by the recommendations above, in regard to the provisions of the Equality Act 2010 to:

- a) Eliminate discrimination, harassment and victimisation of persons protected under the Equality Act (“protected characteristics”);
- b) Advance equality of opportunity for protected characteristics; and
- c) Foster good relations between groups who share a protected characteristic and those that do not share those characteristics.

### Stage 3 – Scoping Exercise - Employee data used in this Equality Impact Assessment

Identify the main sources of the evidence, both quantitative and qualitative, that supports your analysis. This could include for example, data on the Council’s workforce, equalities profile of service users, recent surveys, research, results of recent relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national.

Data Source (include link where published)	What does this data include?
Not applicable	

### Stage 4 – Scoping Exercise - Service data used in this Equality Impact Assessment

This section to be completed where there is a change to the service provided

Data Source (include link where published)	What does this data include?
2011 Census	Tenure, ethnicity, sex, disability, age
Chapter 14 of the Environmental Statement (socio-economics) that accompanied the NDP revised planning application (HGY/2015/3000).	Annual Population Survey (APS), Business Register and Employee Survey (BRES) and Department of Work and Pensions (DWP) data, among others. Where additional public data sources have been used in this report they have been identified clearly.

**Stage 5a – Considering the above information, what impact will this proposal have on the following groups in terms of impact on residents and service delivery:**  
**Positive and negative impacts identified will need to form part of your action plan.**

	<b>Positive</b>	<b>Negative</b>	<b>None</b>	<b>Details</b>
<b>Sex</b>	✓	✓		<p>Table 4 indicates that there is a similar amount of men and woman in the Northumberland Park Ward.</p> <p>No element of the proposal is expected to impact on the equality of opportunity, or discriminate against residents, business owners, employees or users of community facilities with this protected characteristic disproportionately to any other groups of people.</p> <p>Employment opportunities provided as part of the development will particularly benefit local people, who tend to share more protected characteristics than the London average. Research by the GLA (2006 found that service sector jobs in London go disproportionately to a number of groups with protected characteristics including women. Many of the jobs are in the hospitality, retail and service sectors which respond to local need reflecting known demands of people in Tottenham for jobs in personal service, sales, customer service and process / elementary level work.</p>
<b>Gender Reassignment</b>			✓	<p>Data is not readily available on this protected characteristic.</p> <p>However, the proposal is not expected to impact on residents, business owners, employees or users of community facilities with protected characteristics in this group disproportionately to other groups.</p>
<b>Age</b>	✓	✓		<p>Table 1 shows that the largest age group in the Northumberland Park Ward is 25-34 year olds.</p> <p>No element of the proposal is expected to impact on the equality of opportunity, or discriminate against residents, business owners, employees or users of community</p>

				<p>facilities with this protected characteristic disproportionately to any other groups of people.</p> <p>Young people, who are represented more than average in Northumberland Park compared to London and Haringey, will benefit in particular from additional employment and training opportunities, access to homes and enhanced playable space provision. The area currently performs poorly in terms of health inequalities relating to children, with high levels of obesity and low levels of physical activity and participation in sport against national standards (Data from Sport England Small Area Estimates, 2012). Good quality, safe, accessible playable space for children of all ages is critical in redressing inequalities and promoting good health and social interaction. The proposed development provides in excess of the legal requirement of playable space for children, in a safe and accessible environment.</p> <p>Employment opportunities will also respond to the recognised needs of a high proportion of young people in the area.</p> <p>Crime levels in the area are currently high with recorded crimes per head of population of all types (with the exception of Theft and Handling) being higher for Northumberland Park, and for the wider Tottenham area than for Haringey and London as a whole. Rates of violence against the person were the highest in the local area at 50 per 1,000 people for the 12 month period to June 2015.</p> <p>The perception of safe access and community wellbeing is a concern to all groups, and groups with protected characteristics (including children and young people, older people, disabled people, BME and faith groups, LGBT people and other protected characteristics) may be or feel particularly vulnerable. An improved physical environment, with design measures including active frontage, CCTV and lighting allied to significantly increased footfall will lead to a reduced perception of crime and improved perception of safety will therefore be beneficial to these groups. Evidence from the closest London-based comparator (Emirates Stadium) highlights that match-day arrests have remained constant since Arsenal's move from Highbury, and crime rates in the wider area have fallen.</p> <p>Older people will benefit in particular from enhanced open space and accessibility, accessible housing and crime/safety measures.</p>
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<b>Disability</b>	✓	✓		<p>Table 2 indicates that the number of people in Northumberland Park with some type of disability is higher than the borough average. From this, it could be inferred that a number of the parties negatively affected by having their right of light infringed by the revised NDP scheme may have a disability.</p> <p>No element of the proposal is expected to impact on the equality of opportunity, or discriminate against residents, business owners, employees or users of community facilities with this protected characteristic disproportionately to any other groups of people.</p> <p>Disabled people will benefit in particular from improved accessibility in the area around the stadium, improved and fully accessible public realm, continued activity of the Tottenham Hotspur Foundation, and new homes designed to comply with legal standards (including for wheelchair access).</p> <p>All new homes within the NDP will meet Building Regulations 2010 Part M (2&amp;3) Schedule 1 requirements and be built to Lifetime Homes standards as a minimum, with at least 10% of all units provided being wheelchair accessible or designed so as to be easily adaptable for wheelchair users or people with impaired mobility in accordance with London Plan Policy 3.8, the Mayor's Housing SPG, Draft Interim Housing SPG (May 2015) and Local Plan Policy SP2.</p>
<b>Race &amp; Ethnicity</b>	✓	✓		<p>Table 3 indicates that the number of people in Northumberland Park with a BME background is higher than the borough average. From this, it could be inferred that the parties negatively affected by having their right of light infringed by the revised NDP scheme will include those with a BME background and those without this characteristic.</p> <p>No element of the proposal is expected to impact on the equality of opportunity, or discriminate against residents, business owners, employees or users of community facilities with this protected characteristic disproportionately to any other groups of people.</p> <p>BME groups in particular will benefit from access to employment and training opportunities. As noted above, employment opportunities, provided as part of the</p>

				development in question will particularly benefit local people, which therefore responds to the needs of the comparatively high percentages of BME groups present in this location in comparison to other parts of Haringey and London overall. Research by the GLA (2006) found that service sector jobs in London go disproportionately to a number of groups with protected characteristics including BME residents. Many of the jobs are in the hospitality, retail and service sectors which respond to local need reflecting known demands of people in Tottenham for jobs in personal service, sales, customer service and process / elementary level work. In addition to having a close fit to the occupational needs of locally unemployed people, many of the jobs supported by the development are in sectors with a predominantly local catchment. Retail employment in London tends to have a strong local catchment. Currently, around 13% of jobs in Northumberland Park are taken by residents, and around 50% from the Wider Impact Area. GLA data shows that of retail jobs in London, over 40% are taken by residents of the same borough compared to 30% for all jobs
<b>Sexual Orientation</b>			✓	Data is not readily available on this protected characteristic.  However, the proposal is not expected to impact on residents, business owners, employees or users of community facilities with protected characteristics in this group disproportionately to other groups.
<b>Religion or Belief (or No Belief)</b>			✓	As Table 5 indicates, as with the rest of Haringey, Northumberland Park has a large Christian population. There is also a high proportion of Muslims compared to Haringey and London. From this, it could be inferred that some of the parties negatively affected by having their right of light infringed by the revised NDP scheme will be from a Christian and Muslim background.  No element of the proposal is expected to impact on the equality of opportunity, or discriminate against residents, business owners, employees or users of community facilities with this protected characteristic disproportionately to any other groups of people.  The NDP does not discriminate against any religion or belief.
<b>Pregnancy &amp; Maternity</b>			✓	Data is not readily available on this protected characteristic.  However, the proposal is not expected to impact on residents, business owners,

				employees or users of community facilities with protected characteristics in this group disproportionately to other groups.
<b>Marriage and Civil Partnership</b>			✓	<p>As Table 6 indicates, similar to the rest of Haringey, Northumberland Park has a high proportion of single adults (never married or never registered a same-sex civil partnership). From this, it could be inferred that a number of people negatively affected by having their right of light infringed by the revised NDP scheme will be single.</p> <p>No element of the proposal is expected to impact on the equality of opportunity, or discriminate against residents, business owners, employees or users of community facilities with this protected characteristic disproportionately to any other groups of people.</p>

### **The revised Northumberland Development Project**

The planning application for the Northumberland Development Project (Ref. HGY/2015/3000) includes:

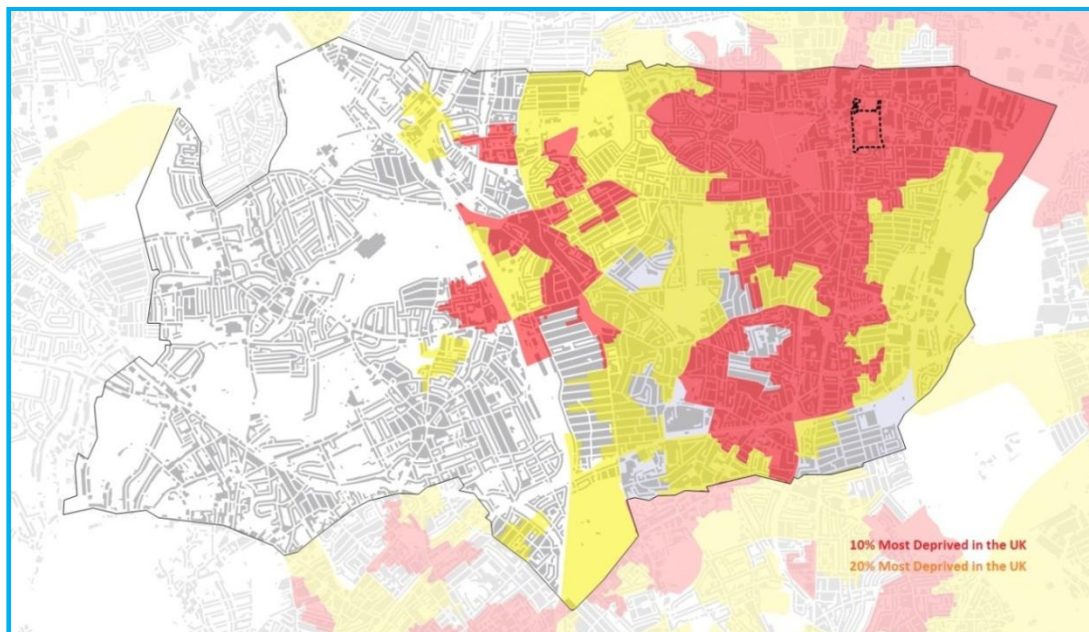
*The proposed demolition and comprehensive phased redevelopment for stadium (Class D2) with hotel (Class C1), Tottenham Experience (sui generis), sports centre (Class D2); community (Class D1) and / or offices (Class B1); housing (Class C3); and health centre (Class D1); together with associated facilities including the construction of new and altered roads, footways; public and private open spaces; landscaping and related works.*

### **Development Context – Northumberland Park & Tottenham**

Section 14.4 of the Socio-economic ES chapter submitted in 2015 identifies the baseline characteristics of the area in respect of some protected characteristics (age, ethnicity), along with economic and employment information (skill level, qualifications, occupation, employment and reason for economic inactivity, claimant count and sought occupation) and housing information (tenure, type and rates of overcrowding). It also includes capacity information on education and healthcare facilities in the local area, open space, sports facilities and other community facilities such as libraries and community centres.

In summary, this highlights that:

- The area is within the most 10% of deprived areas in the UK according to the Government's 2015 indices of multiple deprivation, and is particularly deprived in terms of income, housing, crime and employment;



- Northumberland Park has a relatively young and ethnically diverse population, with over a quarter of residents aged under 16 years, and only 8% over 65 years. The wider area in Tottenham also has a younger age profile than Haringey, Enfield and London averages;
- London's population has continued to become more ethnically diverse, and this has accelerated in Northumberland Park and Tottenham where Black and Minority Ethnic (BME) groups make up 61% and 52% of the population respectively;
- Residents of the local area are less likely to be economically active than residents of the Wider Impact Area or across London overall;
- The proportion of unemployed residents is also higher in Northumberland Park where 10% of working-age adults are unemployed, compared to 6% across the Wider Impact Area, and 5% across London as a whole;
- A lower proportion of Northumberland Park ward residents work in management/professional roles (27% and 34% respectively) compared to approximately half of residents in the average across Haringey and Enfield and in London overall;
- Local residents are also more likely to have no qualifications, and less likely to have higher qualifications than residents living across London as a whole;
- Almost half of households in Northumberland Park ward live in social rented homes – this is a higher proportion compared to wider geographical area;

- There is also a higher proportion of purpose-built flats, and a lower proportion of houses in Northumberland Park ward in comparison with the other study areas;
- Levels of overcrowding are generally higher in the local area compared to the Wider Impact Area and London as a whole – this is particularly pronounced in rented homes (both social and private rented tenures).

As part of LBH's duty to have regard to protected characteristics under the Equality Act (2010), the Council produces and regularly updates ward profiles on its Equality Impact Assessment webpage. Most of this data is sourced from the 2011 Census.

For Northumberland Park ward, this confirms that:

- Women account for 50.2% of the population in Northumberland Park and 50.3% in Tottenham, compared to 50.5% in Haringey.
- Northumberland Park has a higher proportion of young people (with 33% aged 0-19) compared to Tottenham and Haringey (29% and 25% respectively).
- Northumberland Park has a greater proportion of residents from BME groups (61%) compared to Haringey (39%), with much larger representation of African and Caribbean groups (22% and 14% respectively, compared to 9% and 7% on average for the Borough).
- In terms of faith, there is a significant representation of Muslim groups in Northumberland Park, representing 24% of all residents compared to 14% for Haringey. A lower proportion of residents have no religion (13% compared to 25% across Haringey), and a slightly higher proportion (51%) are Christian compared to Haringey (45%).
- Disability affects a greater proportion of people in Northumberland Park as in Haringey, with 17% of residents having day-to-day activities limited to some extent, compared to 14% across the Borough.
- 47% of residents in Northumberland Park are single (never married or registered in a civil partnership). Greater proportions of residents are divorced or separated compared to the Borough Average. Overall 25 residents are in same-sex civil partnerships in Northumberland Park ward, of a total 1,191 people in Haringey.
- Data is not available at a sub-Regional level for sexual orientation. Overall, 3.2% of London residents aged 16 or over identified themselves as lesbian, gay or bisexual in 2013 (ONS Integrated Household Survey). If the same applies to Haringey, this equates to 6,491 residents.
- Data is not available at a sub-national level for gender reassignment.

The following table details the total number and proportion of residents sharing protected characteristics in Northumberland Park, Tottenham, Haringey and London, where data is available.

**Table 1- Age profile**

Age	Northumberland ward	Park Haringey	London
0-15	14.8%	20.4%	19.9%
16-24	13.3%	11.8%	12.3%
25-34	30.9%	22.2%	19.9%
35-44	17.0%	16.8%	15.6%
45-54	10.2%	12.2%	12.5%
55-64	6.2%	7.8%	8.7%
65+	7.5%	8.8%	11.1%

**Table 2- Disability profile**

Disability	Northumberland ward	Park Haringey	London
Day-to-day activities limited a lot	10.4%	6.8%	8.1%
Day-to-day activities limited a little	10.9%	7.2%	8.8%
Day-to-day activities not limited	78.6%	86.0%	83.2%
ESA Claimants (May 2015)	1,085	11,740	291,330

**Table 3- Ethnicity profile**

Ethnicity	Northumberland ward	Park Haringey	London
English/Welsh/Scottish/Northern Irish/British	16.6%	34.7%	44.9%
Irish	1.7%	2.7%	2.2%
Gypsy or Irish Traveller	0.1%	0.1%	0.1%
Other White	20.7%	23.0%	12.6%
White and Black Caribbean	2.7%	1.9%	1.5%
White and Black African	1.6%	1.0%	0.8%
White and Asian	0.9%	1.5%	1.2%
Other Mixed	2.1%	2.1%	1.5%
Indian	1.3%	2.3%	6.6%
Pakistani	0.5%	0.8%	2.7%
Bangladeshi	1.5%	1.7%	2.7%
Chinese	1.0%	1.5%	1.5%
Other Asian	3.5%	3.2%	4.9%
African	22.0%	9.0%	7.0%
Caribbean	13.5%	7.1%	4.2%
Other Black	4.8%	2.6%	2.1%
Arab	0.9%	0.9%	1.3%
Any other ethnic group	4.5%	3.9%	2.1%

**Table 4- Sex profile**

Sex	Northumberland ward	Park	Haringey	London
Male	49.8%		49.5%	49.3%
Female	50.2%		50.5%	50.7%

**Table 5- Religion or Belief (or No Belief)**

Religion or Belief (or No Belief)	Northumberland ward	Park	Haringey	London
Christian	50.6%		45.0%	48.4%
Buddhist	1.0%		1.1%	1.0%
Hindu	1.1%		1.8%	5.0%
Jewish	0.2%		3.0%	1.8%
Muslim	24.2%		14.2%	12.4%
Sikh	0.2%		0.3%	1.5%
Other religion	0.3%		0.5%	0.6%
No religion	13.2%		25.2%	20.7%
Religion not stated	9.2%		8.9%	8.5%
<b>Sexual Orientation</b>				
Lesbian, gay or bisexual	N/A		N/A	3.2%

**Table 6- Marriage and Civil Partnership**

Marriage and Civil Partnership	Northumberland ward	Park Haringey	London
Single (never married or never registered a same-sex civil partnership)	46.7%	50.0%	44.1%
Married	32.0%	33.3%	39.8%
In a registered same-sex civil partnership	0.2%	0.6%	0.4%
Separated (but still legally married or still legally in a same-sex civil partnership)	6.6%	4.0%	3.2%
Divorced or formerly in a same-sex civil partnership which is now legally dissolved	10.2%	8.2%	7.4%
Widowed or surviving partner from a same-sex civil partnership	4.3%	3.9%	5.0%

Stage 5b – For your employees and considering the above information, what impact will this proposal have on the following groups: Positive and negative impacts identified will need to form part of your action plan.				
	Positive	Negative	Details	None – why?
Sex				Not applicable
Gender Reassignment				Not applicable
Age				Not applicable
Disability				Not applicable
Race & Ethnicity				Not applicable
Sexual Orientation				Not applicable
Religion or Belief (or No Belief)				Not applicable
Pregnancy & Maternity				Not applicable
Marriage and Civil Partnership				Not applicable

Stage 6 - Initial Impact analysis	Actions to mitigate, advance equality or fill gaps in information
The analysis identifies that the Northumberland Development Project is	A detailed consultation and engagement exercise has been

<p>anticipated to have significant social and economic benefits for the local area and will have an overall positive impact for communities in the area. Given the profile of the area this will include a large proportion of those with the characteristics protected under the Equality Act.</p> <p>Some parties will be affected by the development in terms of their right to light. Although the profile of the area suggests the affected parties may include a large proportion of those with protected characteristics, it is not anticipated that the proposal will impact on parties with these protected characteristics disproportionately to others. The affected parties have been engaged throughout the consultation process and offered independent information and support.</p>	<p>undertaken by GIA, working for THFC, to identify the properties and their occupiers whose rights to light are likely to be affected by the NDP.</p> <p>At all stages of consultation, the affected parties have been offered clear and independent information and support (including independent commercial and legal advice), and been made aware that in the event that Section 237 is used to extinguish Right to Light claims over the NDP, then the rights holder would have the pre-existing ability to make Right of Light claims at a point in the future, but that their right to compensation would not be removed.</p>
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Stage 7 - Consultation and follow up data from actions set above	
Data Source (include link where published)	What does this data include?
<p><b><u>Northumberland Development Project consultation</u></b></p> <p>A significant amount of public consultation has been undertaken throughout pre-application stages for the original application between 2009 and 2012, the subsequent CPO, and the recent application for the Northumberland Development Project (Ref. HGY/2015/3000).</p> <p>The approved scheme in 2011 was supported by a Statement of Community Involvement (SCI) which summarised the THFC's pre-submission consultation activities. The SCI, the wider Consultation Strategy and two public exhibitions held prior to submission were devised in consultation with LBH, and included support from the Council's Translation and Interpretation Services team to present the material at the first public exhibition in five languages, with translation on request thereafter.</p> <p>A new SCI was prepared for the lead up to the submission of the revised proposals in 2015, which outlines in full the scheme context and objectives for the consultation strategy (see below); the approach and method to consultation; the materials used and results of the process.</p> <p>Through consultation, the design of the scheme has evolved in response to concerns raised by statutory and other consultees and members of the public over a range of different areas including building control, accessibility, transport/traffic, community safety, and open space design/use.</p> <p>THFC engaged with the local community, THFC supporters and key groups and individuals, resulting in overwhelming support for the original scheme in 2011. With the scheme revisions and added benefits that this new design would bring, the need to undertake further consultation work</p>	

was recognised and THFC invested heavily in carrying out this programme.

In order to maximise transparency and gain as much feedback as possible from interested parties, a number of objectives were put in place including:

- To genuinely engage local people and a wide range of stakeholders, from residents in neighbouring streets to schools and businesses, to the local authority;
- To provide opportunities for local people and fans to view and comment on the plans as they develop;
- To explain the proposals and how they would regenerate the area;
- To widely circulate all comments received so that they can be properly considered and so that the scheme can respond appropriately;
- To understand and address where possible all of the issues / concerns / objections before the application is made;
- To work closely with Haringey Council to ensure key officers were aware of our planned consultation activities and could influence them; and
- To explain the need for these design improvements and developments.

Each phase of consultation has therefore undergone extensive promotion to ensure that as many members of the local community, as well as the supporters of THFC are given the opportunity to comment on proposals.

A number of initiatives were included within the Consultation Strategy to ensure that all sectors of the residential and business community were made aware of the proposals and had the opportunity to comment and influence the scheme, for example:

- In advance of issuing letters to alert community members to the revised application, a full database of stakeholders was created that included council members, officers, other London political figures, local community groups, statutory groups, residents associations as well as local schools and churches.
  - All these individuals and groups were given the opportunity to discuss the proposals in more detail and many more were offered meetings with the project team to review the new scheme.
  - Each of the Haringey Councillors was also included on the database to ensure they received a copy of all letters and the community newsletter.
- The community newsletter The Hotspur was door-dropped to over 26,000 local residents in the area with details of how to feedback comments. This process was agreed with LBH officers prior to operation.
- Letters announcing the start of consultation and the revised scheme details were sent to over 220 political and community stakeholders including key statutory consultees.
- A follow-up letter was also sent to all stakeholders with a copy of The Hotspur

- A news story was posted on THFC homepage, directing visitors to the Future Plans micro-site.
- A press notice announcing the revised scheme details and consultation information was issued to local, regional and national papers.
- On launch day for the consultation, a digital copy of The Hotspur was made available for download on THFC website, [www.tottenhamhotspur.com](http://www.tottenhamhotspur.com)

An overwhelming majority of the responses to consultation were positive, neutral or constructive. Of those that objected to the development or raised negative comments, most were related to traffic and accessibility, and the removal of listed buildings.

The consultation process has led to the following alterations to the design and operation of the NDP with positive outcomes for groups with protected characteristics:

- **Public Realm:** Discussions were held with officers at LBH to get a better understanding as to how the paving materials and external lighting would be designed to work with the existing context of the surrounding area. Further discussions were held around the design of the public square, to ensure that it fits in with the wider masterplanning strategy for the area and to include landscaping design that will attract people to utilise the space during non-match days. A key component of the public realm is the provision of an outdoor play area in the new public square, which will be utilised by the Tottenham Foundation as part of their outreach work, and this has been refined to work in with their requirements.
- **Tottenham Experience / Listed Buildings / Community Safety:** The design of the Tottenham Experience has evolved significantly during the consultation process. The initial design envisaged the removal of all four heritage buildings, including Warmington House, in order to deal with the crowd safety issues and create a new gateway to the site. Following this, an options analysis demonstrated that the retention of the 3 locally listed buildings was the primary contributor to the crowd safety issue of spectators being forced into the bus lane during arrival for a match. The design was changed to incorporate Warmington House, but remove the 3 locally listed buildings resulting in accessibility and public safety benefits.

### Rights of Light Consultation

Given the identified socio-economic baseline in Northumberland Park ward, it is likely that the affected parties, including secure tenants, private owners, freeholders, leaseholders, service users, attendees of Places of Worship and schools are more likely to share more protected characteristics under the Equality Act (2010) than average across London, in particular in terms of age, race and religion.

GIA, in coordination with LBH, began approaching potentially affected residents and occupants in June 2015 to explain the effects of the proposed development on Rights to Light. The initial written correspondence included an FAQ on what 'Right to Light' means, how the surrounding area might be affected, and a request to survey each property individually to refine and substantiate the modelled effects. THFC offered each property the opportunity to appoint an independent solicitor and Right to Light surveyor, paid for by THFC, if they so wished.

Following the individual correspondence and follow up visit/contact to outline the description of the proposals, the effects on Right to Light, the

methodology for calculating compensation and the offer of compensation, GIA held two workshops to engage with the affected parties.

At these workshops (the first of which Council tenants were invited to, and the second of which included Right to Buy and other tenants), GIA and LBH offered advice to affected residents and were able to run through the modelled effects and calculation of impacts on-screen. In addition, an independent Right to Light surveyor/advisor was in attendance to answer any queries that participants may have had.

The process has been undertaken transparently, with independent support and advice offered to all affected parties in a non-discriminatory manner. Assessment of impacts and subsequent offers of compensation have complied with all relevant legal standards and guidelines depending on the extent of each individual effect. As such, it is considered that the Council and THFC have acted in compliance with Section 149 duty of the Equality Act (2010).

#### Stage 8 - Final impact analysis

The analysis identifies that the Northumberland Development Project is anticipated to have significant social and economic benefits for the local area and will have an overall positive impact for communities in the area. Given the profile of the area this will include a large proportion of those with the characteristics protected under the Equality Act.

Some parties will be affected by the development in terms of their right to light. Although the profile of the area suggests the affected parties may include a large proportion of those with protected characteristics, it is not anticipated that the proposal will impact on parties with these protected characteristics disproportionately to others. The affected parties have been engaged throughout the consultation process and offered independent information and support.

The decision to acquire and lease back the site would mean affected parties would lose their injunctionable right, but a scheme of compensation will be implemented to mitigate this impact. Under the scheme of compensation all owners (including the Council as landowner) will be treated equally and fairly, and will have the right of appeal to a Tribunal.

#### Stage 9 - Equality Impact Assessment Review Log

Review approved by Director / Assistant Director

Helen Fisher

Date of review

3<sup>rd</sup> December 2015

Review approved by Director / Assistant Director


Date of review


### Stage 10 – Publication

Ensure the completed EqIA is published in accordance with the Council's policy.

**Report for:** Cabinet 15<sup>th</sup> December 2015

**Item number:** 17

**Title:** Designation of the Crouch End Neighbourhood Forum and Neighbourhood Area

**Report authorised by:** Lyn Garner, Director, Planning, Regeneration and Development

**Lead Officer:** Clodagh McGuirk, Planning Policy ext 5318  
[clodagh.mcguirk@haringey.gov.uk](mailto:clodagh.mcguirk@haringey.gov.uk)

**Ward(s) affected:** Crouch End, Hornsey and Stroud Green

**Report for Key/  
Non Key Decision:** Key Decision

### 1. Describe the issue under consideration

- 1.1 The report considers the applications for the designation of the Crouch End Neighbourhood Area and Neighbourhood Forum under the provision of the Localism Act 2011 and supporting Neighbourhood Planning (General) Regulations 2012 (as amended).
- 1.2 The report summarises the content of the applications submitted to the Council and sets out the procedures and implications of designation.
- 1.3 The applications show the proposed area for which the prospective Crouch End Neighbourhood Forum intends to use neighbourhood planning powers; and provide details in respect of the proposed Forum which seeks to be designated as the 'qualifying body' responsible for preparing a Neighbourhood Plan for the area.

### 2. Cabinet Member Introduction

- 2.1 Legislation requires local authorities to consider applications for proposed Neighbourhood Areas and Neighbourhood Forums, and formally designate, or refuse to designate, the area and forum. This paper sets out the considerations by which the Council should make a decision to designate or refuse the proposed Crouch End Neighbourhood Area and Neighbourhood Forum.

### 3. Recommendations

- 3.1 It is recommended that:
  1. Cabinet note and agree the responses to the consultation on the applications for the Crouch End Neighbourhood Area and Neighbourhood Forum, as set out in Appendix A.
  2. Cabinet agree that pursuant to Section 61G and 61I of the Town and Country Planning Act 1990 to designate the Crouch End Neighbourhood Area, as set out in Appendices B and C.
  3. Cabinet agree that pursuant to section 61F of the Town and Country Planning Act 1990 to designate the Crouch End Neighbourhood Forum, as set out in the Appendices D and E.

#### **4. Reasons for decision**

- 4.1 Local authorities have a 'Duty to support' the neighbourhood planning process and the decision to designate or to not designate the Neighbourhood Area and Neighbourhood Forum is a requirement under the legislation.

#### **5. Alternative options considered**

- 5.1 No alternative options. Local authorities are required to facilitate the Neighbourhood Planning process.

#### **6. Background information**

- 6.1 Neighbourhood Planning was introduced by the Localism Act 2011 which amended current planning legislation by adding new sections and schedules. Regulations have also been made which specify the procedures which must be undertaken when implementing the new arrangements.
- 6.2 This change in the planning system allows communities to influence the development and growth of their local area through the production of a neighbourhood development plan, a neighbourhood development order or a community right to build order.
- 6.3 Neighbourhood plans are required to meet a set of basic conditions, including that they:
- Must be appropriate having regard to national policy;
  - Must contribute to the achievement of sustainable development; and
  - Must be in general conformity with the strategic policies in the development plan for the local area.
- 6.4 Neighbourhood planning will be taken forward by designated 'Neighbourhood Forums' that will prepare plans for a designated 'Neighbourhood Area' in which to focus their proposals. Under current legislation the determination of applications for the designation of a Neighbourhood Area and Neighbourhood Forum is an executive function and must be made by Cabinet.
- 6.5 The Crouch End group are the second community group in Haringey to seek to make use of the new legislation. The Highgate Neighbourhood Forum has already been designated by the Council as the 'qualifying body' for leading on the preparation of a plan for the Highgate Neighbourhood Area. The Highgate neighbourhood plan is still in the preparation stage.

#### **Summary of the Applications**

- 6.6 In line with the Neighbourhood Planning (General) Regulations 2012 (as amended) the Crouch End group submitted two applications to Haringey Council on the 28<sup>th</sup> September; one for the proposed Neighbourhood Area and one for the proposed Neighbourhood Forum.
- 6.7 The applications state that the purpose of establishing a Crouch End Neighbourhood Forum is to promote and improve the social, economic and environmental well-being of the proposed Neighbourhood Area.

- 6.8 Under Regulation 5, relating to the **designation of a Neighbourhood Area**, the group submitted the following relevant information;
- A map identifying the proposed Neighbourhood Area (Appendix B)
  - An application for the Crouch End Neighbourhood Area (Appendix C)
  - A Statement that the organisation is a relevant body (as set out in Appendix D)
- 6.9 The group identified the proposed Neighbourhood Area through consultation with local people, businesses and organisations, and through the following principles and precedents:
- taking account of the boundaries of adjoining Neighbourhood Areas, and to offer a coherent boundary avoiding pockets of land between Neighbourhod Areas;
  - respecting borough boundaries, i.e. the proposed Neighbourhood Area is contained within the London Borough of Haringey;
  - taking note of other administrative boundaries where offering useful precedent, such as postcodes and CPZs; and
  - taking account of topography and land use including shopping centres, open space, schools and housing.
- 6.10 Overall, the application states that the proposed area is appropriate to be designated as a Neighbourhood Area as it is the locality widely recognised as 'Crouch End' by those who live or work here, and has an identity well defined and of long standing.
- 6.11 Officers are satisfied that the application submitted for designation of a Neighbourhood Area meets the minimum requirements set out in Regulation 5 and section 61G of the Town and Country Planning Act 1990.
- 6.12 Under Regulation 8, relating to the **designation of a Neighbourhood Forum**, the group submitted the following information;
- Application for the Crouch End Neighbourhood Forum (Appendix D)
  - Draft constitution of the proposed Neighbourhood Forum (Appendix E)
- 6.13 Officers are satisfied that the application submitted for designation of a Neighbourhood Forum meets the minimum requirements set out in Regulation 8 and section 61F(5) of the Town and Country Planning Act 1990.
- 6.14 The proposed Crouch End Neighbourhood Forum membership is in excess of the minimum requirement of 21 and is made up of individuals, businesses and local representatives. The elected Members who support the application are Cllrs Jason Arthur, Mark Blake, Pippa Connor, Natan Doron, Sarah Elliott, Tim Gallagher, Kirsten Hearn, Raj Sahota, and Catherine West, MP.
- 6.15 The Crouch End community group engaged with local residents and businesses in establishing the prospective Neighbourhood Forum and the proposed Neighbourhood Area, through emails, social media, publicity in local papers, public meetings and a stall at Crouch End Festival. In addition, the group carried out walking tours and map-plotting exercises and community workshops. The prospective Crouch End Neighbourhood Forum endeavours to reach all sectors of the community from across all geographical areas as part of the preparation of a future Neighbourhood Plan.
- 6.16 The Crouch End community group has so far engaged with various sub groups in the area including schools, faith groups, older people and businesses.

## Public Consultation

- 6.17 The Council carried out a public consultation on the Crouch End applications for a Neighbourhood Area and Neighbourhood Forum from 19<sup>th</sup> October – 27th November 2015.
- 6.18 The Council sought the views of the public in relation to the proposed Neighbourhood Area, e.g. Do residents feel that the proposed boundary accurately reflects their neighbourhood? Do residents feel they were adequately and fairly engaged in the process of drafting the Neighbourhood Area and Neighbourhood Forum?
- 6.19 The consultation was publicised through advertisements in the Haringey Independent; the Ham and High; site notices around the proposed area; web site updates; email and postal mail out; and Tweets from the Haringey Twitter account.
- 6.20 A total of 14 responses were received. The individual comments and the officers' responses thereto are set out in Appendix A. The majority of the representations express support for the designation of the Neighbourhood Area and the Neighbourhood Forum.
- 6.21 Sports England, Natural England and Highways England had no comments specific to these applications but offered general guidance and advice for a future neighbourhood plans.
- 6.22 Historic England highlighted the fact that the proposed boundary of the Crouch End Neighbourhood Area excludes a small part of the Crouch End Conservation Area at the west side of Stanhope Road. Historic England generally advises that boundaries reflect or encompass the conservation area boundary, ensuring that the conservation area policies are operated in a consistent manner. The small section referred to is part of the Highgate Neighbourhood Area and in line with regulations, Neighbourhood Areas cannot overlap. If the Crouch End Neighbourhood Area is designated, the Council would recommend that the future Crouch End neighbourhood plan must take into account any cross Neighbourhood Area issues, and will be recommended that the forum consult with Historic England on conservation issues when relevant.
- 6.23 Two objections were received from local residents in relation to the proposed Neighbourhood Area boundary. These responses question the extent of the boundary in some cases and also the omission of some areas which they feel should be included. However, officers are satisfied that the proposed Neighbourhood Area is sufficiently justified and meets the requirements set out in Regulation 5 and section 61G of the Town and Country Planning Act 1990. The justification as set out in the Neighbourhood Area application shows that the boundary does not overlap another Neighbourhood Area and the consultation methods employed in establishing the proposed boundary were inclusive and fair.
- 6.24 One objector questions the purpose and role of the prospective Neighbourhood Forum stating that the group is 'unelected' and is not representative. Despite this objection, the Crouch End group has met the statutory requirements in establishing the Neighbourhood Forum. If designated, the Crouch End Neighbourhood Forum will be advised and supported by the Council in the preparation of a Neighbourhood Plan. Throughout this process the Council will advice on continuous and transparent consultation with local residents and relevant stakeholders.

- 6.25 A further comment seeks clarity on two points in the draft constitution. The prospective Neighbourhood Forum will be asked to take note of these comments and amend accordingly to ensure clarity.
- 6.26 Officers are satisfied that the applications meet the requirements of the Neighbourhood Planning regulations. The Council's response to the objector offers additional information on the process to ensure a full understanding.

### **Next Steps**

- 6.27 If designated, the Neighbourhood Forum can proceed to preparing a Neighbourhood Plan. The plan must be in line with, and not repeat national, regional and local policy.
- 6.28 The Neighbourhood Forum will develop the proposed Neighbourhood Plan to pre-submission stage, and will consult on the proposals with the wider community and other key stakeholders.
- 6.29 The final Neighbourhood Plan and accompanying material will be submitted to the Council, which the Council will then publicise for six weeks.
- 6.30 The Neighbourhood Plan will be assessed by an independent examiner using the relevant tests of soundness.
- 6.31 The Council will use the examiner's report to assess the Neighbourhood Plan and to approve or reject the proposal. This decision will then be publicised to stakeholders and all relevant information will be made available.
- 6.32 A referendum on the proposed plan will be held and all of those registered to vote in the Neighbourhood Area will be entitled to vote. A majority of votes in favour of the proposal is needed for the plan to be accepted.
- 6.33 If there is a majority vote in favour of the plan, the Council will then adopt the plan and publish all relevant information.
- 6.34 The adopted plan will become part of Haringey's statutory Development Plan and will be a material consideration in planning decisions.

### **The Council's Role**

- 6.35 The Local Authority has a duty to support in the neighbourhood planning process. This includes providing technical advice; facilitating consultation; meeting with the group to provide guidance on the process and issues; provide, where possible, data and evidence; and comment on draft proposals.
- 6.36 The Council is also required to organise and fund the examination and referendum of a proposed Neighbourhood Plan.
- 6.37 Funding is available for the Local Authority to cover costs of staff, the examination and referendum. Funds can be claimed following designation of a Neighbourhood Area and forum; following notification of a draft plan; and following examination of a plan.

## **7. Contribution to strategic outcomes**

- 7.1 If the Neighbourhood Forum is designated, the Planning Policy team will continue to advise the group when developing their proposed Plan to ensure that it brings forward robust policies which complement national, regional and local policies.
- 7.2 If adopted, a Crouch End Neighbourhood Plan will be used to determine planning applications in the Crouch End Neighbourhood Area along with other relevant policies.

**8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

**Finance and Procurement**

- 8.1.1 The costs of supporting the process and providing advice can be contained within the existing Planning department budgets, If the Neighbourhood Plan proceeds to examination and referendum the Council is able to reclaim costs from DCLG, upto a maximum of £35,000. It is expected that costs will be within the available funding.

**Legal**

- 8.1.2 The Assistant Director of Corporate Governance has been consulted in the preparation of this report and comments as follows.
- 8.1.3 The Council's duties in respect of these applications are set out in the Localism Act 2011, the Town and Country Planning Act 1990 (as amended) and the Neighbourhood Planning (General) Regulations 2012 and are specifically addressed in the body of the report.

**Equality**

- 8.1.1 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
  - advance equality of opportunity between people who share those protected characteristics and people who do not;
  - foster good relations between people who share those characteristics and people who do not.
- 8.1.2 The Council has consulted with residents on the designation of the boundary and forum and the outcome of the consultation is summarised in this report.
- 8.1.3 As part of the statutory requirements for neighbourhood planning the Crouch End group has had to engage with and secure membership from different sections of the community and from across the proposed area. The engagement process was assessed against the requirements set out in the Neighbourhood Planning Regulations and against the Council's statement of Community Involvement. The methods and outcomes of the consultation are clearly set out in the neighbourhood forum application. The Crouch End Group made every effort to engage with residents across

the proposed neighbourhood areas through a variety of methods and gave particular attention to contacting and engaging with hard to reach groups.

- 8.1.4 If designated, the neighbourhood forum can proceed to preparing a neighbourhood plan. The neighbourhood plan must be inclusive and will therefore need to include ongoing community consultation with all sections of the community. The Council's role in the preparation of the potential Crouch End neighbourhood plan will be to support and guide the process. The Council will advise on consultation requirements throughout the process, including ensuring the group engage with relevant statutory bodies as well as the community.

## **9. Use of Appendices**

Appendix A: Consultation responses  
Appendix B: Proposed Neighbourhod Area - Map  
Appendix C: Application for Crouch End Neighbourhod Area  
Appendix D: Application for Crouch End Neighbourhod Forum  
Appendix E: Draft constitution of the proposed Neighbourhod Forum

## **10. Local Government (Access to Information) Act 1985**

Localism Act 2011  
Neighbourhood Planning (General) Regulations 2012 (as amended)

This report is not exempt from publication under Schedule 12 of the Local Government Act 1972.

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Appendix A Summary of Consultation  
Designation of Crouch End Neighbourhood Area and Neighbourhood Forum

Respondent name	Summary of Response	Council Response
Sports England	No specific comments on the neighbourhood area and neighbourhood forum applications. General advice provided re: neighbourhood plans.	General advice to be sent to the Crouch End group.
Highways England	Having examined the above documents, we do not offer any comment to this proposal.	Noted.
Natural England	No comments on the area and forum applications. General advice on neighbourhood plans provided.	General advice to be sent to the Crouch End group.
Historic England	We do not wish to make detailed comments regarding the Neighbourhood Forum constitution or neighbourhood area boundary. The proposed boundary almost fully encompasses the designated Crouch End Conservation Area with the apparent exception of a small section on the west side of Stanhope Road (between Claremont Road and Stanhope Gardens). Historic England generally advises that boundaries reflect or encompass the conservation area boundary, ensuring that the conservation area policies are operated in a consistent manner. In this instance, the boundary of the conservation area is drawn to include a row of large semi-detached Edwardian dwellings which are contemporary with those on the eastern side of the road. It would seem beneficial to extend the proposed neighbourhood boundary to encompass the conservation area so that a consistent approach can be taken to buildings within the designated area. It is noted that the existing conservation area has been extended on a number of occasions and the appraisal was adopted in 2010. On this basis, and in the event of agreement to develop a neighbourhood plan, the conservation area appraisal and boundary may benefit from review.	The small section referred to is part of the Highgate neighbourhood area. If the Crouch End neighbourhood area is designated, the future Crouch End neighbourhood plan must take into account any cross neighbourhood area issues, and will be recommended to consult with Historic England on conservation issues when relevant.
Deborah Crewe	I think that setting up Crouch End Neighbourhood Forum will benefit Crouch End and its community. I agree that the proposed boundary makes sense.	Support noted
Jane Hegarty	I support of the Crouch End Neighbourhood Forum as I think it will benefit Crouch End hugely. The proposed boundary seems sensible and I believe the consultation was inclusive	Support noted
Richard Caton	I am writing to support to setting up of a Crouch End Neighbourhood Forum. I think it will benefit the area and those that live, work, shop, visit and study here. There has been significant and well advertised consultation. The boundary proposed is sensible.	Support noted
Antonia Owen	I support the Crouch End Neighbourhood Forum, who represent my wishes as someone who has lived in the area since 1978.	Support noted

Appendix A Summary of Consultation  
Designation of Crouch End Neighbourhood Area and Neighbourhood Forum

Respondent name	Summary of Response	Council Response
Ann Sarah Lawson	I am writing to confirm my support for Crouch End to have its own neighbourhood forum to represent the views and wishes of people living in the area to inform planning and decision making. As a borough committed to equality, diversity and choice I would hope the council will endorse the Crouch End neighbourhood forum application to represent the views of this area as it will with applications from other neighbourhoods in the borough. Having such neighbourhood forums throughout the borough will enable the council to be truly representative in its decision making as it can be confident it is hearing the views of local residents directly.	Support noted
Susan Scott Hunt	I agree with The setting up of the Crouch end neighbourhood forum. I think the boundary of Crouch End has been defined as clear and that the consultation was fair.	Support noted
Viv and Ian Pert	We fully support the creation of the Crouch End Neighbourhood Forum. We have lived in Crouch End for over 25 years and love its neighbourliness and its friendliness, and its individuality and vibrancy. We agree with the proposed boundaries of this forum. Such a forum will enable local residents to become active participants in creating, developing, and maintaining a Crouch End for the benefit of all who live and visit here.	Support noted
Melanie Light	It feels really important and necessary to have a forum to listen to and respond to neighbourhood concerns. I have lived in Crouch End for 28 years and it is important that we stay distinct from other areas and this is a dynamic way of maintaining and evolving in this.	Support noted
David Orford	After much consideration I believe I am against the Crouch End Neighbourhood Forum. I am in support of community action over single issues like the town hall. But when an unelected group actually wants to have a say over an entire area, to say "this is ours", then it's too much; it's exclusive not inclusive. I object on three grounds. Firstly, I don't see the point of the group. If it's mostly about planning then all citizens already have the chance to comment on planning decisions.	Objection noted. Please note that the Council has a 'duty to support' the neighbourhood planning process, and that it is a community led process. The Localism Act and Neighbourhood Planning regulations provide the basis for neighbourhood planning and it is not the role of the Council to make a determination as to whether there is merit in the neighbourhood planning process. The purpose, role and scope of neighbourhood forums is set out in <a href="http://www.mycommunity.org.uk/programme/neighbourhood-planning">www.mycommunity.org.uk/programme/neighbourhood-planning</a> . This may be able to provide some clarity on the recent legislation and the distinction between this planning policy process and commenting on planning applications.

Appendix A Summary of Consultation  
Designation of Crouch End Neighbourhood Area and Neighbourhood Forum

Respondent name	Summary of Response	Council Response
David Orford	Secondly, I currently live at the top of Crouch Hill. I will soon be moving to Nightingale Lane. Both areas are excluded from the Neighbourhood Forum area yet I consider both of my homes to be part of Crouch End.	The justification for the setting of the proposed boundary is set out in the neighbourhood area application. The group decided that the proposed boundary was to be contained within the boundary of Haringey and not to cross into neighbouring boroughs. Hence, your house on Crouch Hill is not included as it within Islington. In addition, through the consultation carried out by the group the feedback from those who responded identified the proposed boundary as the Crouch End neighbourhood and this did not include the Nightingale Lane part of Hornsey ward. The Council is satisfied that the proposed neighbourhood area is sufficiently justified and meets the requirements set out in Regulation 5 and section 61G of the Town and Country Planning Act 1990.
David Orford	Thirdly, and more fundamentally, this is an unelected group that wants to have a say in decisions. That's what we have councillors for. Despite the commitment to engagement with the public, ultimately this is run by a small clique who will make the final decisions. It's basically the same group who are engaged in the current campaign to "save" the town hall. I believe that campaign is misguided and I believe this one, which gives the group a statutory platform for its work, sets a dangerous precedent and says the views of some people are more important than others. For that reason I am against it.	In order to be designated a neighbourhood forum the group had to meet the statutory requirements set out in national regulations. The Council is satisfied that the Crouch End group took reasonable measures to engage with and secure membership with different sections of the community and from across the proposed neighbourhood area. The role of a neighbourhood forum is to prepare a neighbourhood plan which will bring forward locally specific planning policies with the aim to improve the social, economic and environmental aspects of the neighbourhood area. These policies must be in line with, and not repeat, national, regional and local policy. The neighbourhood plan must be pro-development. the process of preparing a neighbourhood plan must be inclusive and will require ongoing community consultation. This will be guided and supported by the Council. It is recommended to contact the Crouch End group directly to become involved in the development of the neighbourhood plan.

Appendix A Summary of Consultation  
Designation of Crouch End Neighbourhood Area and Neighbourhood Forum

Respondent name	Summary of Response	Council Response
Bob Maltz	<p>I believe that the Old Schoolhouse at the corner of tottenham Lane and Rokesly Ave should be included in the CENA. The exclusion appears arbitrary and geographically anomalous.</p> <p>- I believe that Farrer Road and Park Avenue South should be excluded from the CENA (as they appear to relate more to adjacent areas of Hornsey and Muswell Hill, such as the Warner Estate and Cranley Gardens).</p> <p>- I believe the CENA boundary should not run down the middle of roads (i.e., Lightfoot Road), leaving houses on one side of the road in the CENA and those on the other side out of it.</p>	<p>The justification for the setting of the proposed boundary is set out in the neighbourhood area application. The Council is satisfied that the proposed neighbourhood area is sufficiently justified and meets the requirements set out in Regulation 5 and section 61G of the Town and Country Planning Act 1990.</p>
Bob Maltz	<p>Constitution: clause 3.1 (Membership) omit " and have a long term business interest in" as that is too difficult to determine with any objectivity; allow for the membership of the local MP (in addition to ward Councillors &amp; GLA members)</p> <p>- Constitution: clause 3.11 (Meetings) clarify that "one member one vote" means that each "representative body" (i.e., organisation or business) member has one vote regardless of how many individuals representing it are present for the voting.</p>	<p>Noted. The Council will recommend the prospective Crouch End Neighbourhood Forum take note of these points and amend the constitution accordingly for clarity.</p>

Proposed Crouch End Neighbourhood Area

CROUCH END  
NEIGHBOURHOOD FORUM  
N8



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## Application to create a Crouch End Neighbourhood Area

### In support of the application to designate the Crouch End Neighbourhood Forum

Contact: Acting Chair – David Winskill : [winskill@blueyonder.co.uk](mailto:winskill@blueyonder.co.uk)

1. The application is made with reference to the Neighbourhood Planning (General) Regulations 2012 Part 2 Section 8, and the Town And Country Planning Act 1990 Schedule 9, Part 1 and Section 61F(5) (as amended).

2. The **map of the Crouch End Neighbourhood Area** is shown in the accompanying PDF file 'Proposed Crouch End Neighbourhood Area map'. The proposed boundary can also be viewed as a [google map here](#).

3. We believe that this is an **appropriate area to be designated as a Neighbourhood Area** as it is the locality widely recognised as 'Crouch End' by those who live or work here, and has an identity well defined and of long standing. The precise area has been decided through an extensive consultation exercise (see #6 and #7 below). **The boundary does not overlap with other existing or planned Neighbourhood Forum areas.**

4. We believe that the **Crouch End Neighbourhood Forum is a relevant body** for the purpose of applying for the designation of a Neighbourhood Area. Further supporting information can be found in our [Application to become a Neighbourhood Forum](#).

- a) The aim of the Neighbourhood Forum is to improve and promote the social, economic and environmental well-being of the defined Neighbourhood Area
- b) Our membership is open to everyone who lives or works in the area, or are elected members for the area
- c) Our membership includes more than 21 signatories in support of the application who live or work in the area or are elected members of the Council
- d) We have a written constitution

#### 5. Guiding principles for the specification of the Crouch End Neighbourhood Area:

a) We have arrived at our proposed boundary by consulting local people over a period of several months on the street, at regular meetings, on our stall at the Crouch End Festival, at our Community Workshop in June, and by questionnaire.

#### b) Principles and precedents for boundary setting:

- i. To respect boundaries already defined by adjoining Neighbourhood Forums, and to offer a coherent boundary avoiding pockets of land between Forum areas

- ii. To respect borough boundaries – Crouch End Neighbourhood Forum area will be entirely contained within the London Borough of Haringey
- iii. To take note of other administrative boundaries where offering useful precedent, such as postcodes and CPZs
- iv. If the guidelines are compromised, there is strong fieldwork evidence to support
- v. Ward boundaries are not a good guide to the definition of an area

**c) Other defining features employed:**

- i. Topography and land use – including shopping districts and industrial zones
- ii. Open spaces – Crouch End Playing Fields and Shepherds Hill allotments became part of our area, others after consultation, did not, such as Priory Park and the Mount View reservoir
- iii. Schools – see notes below
- iv. Inclusivity – different housing types of tenure were looked at, Residents' Associations and social housing developments contacted

**6. Consultation and fieldwork undertaken to specify the Neighbourhood Area:**

**a) Walkabouts/Walking Tours.**

Six 'walkabouts', led by members of the CENF steering group took place between May 17<sup>th</sup>-31<sup>st</sup>. The aim of the exercise was to familiarise ourselves with the topography and to speak to members of the public. In total around 90-100 people were interviewed. Areas covered: Shepherd's Hill & NW Crouch End; Barrington Road & Park Avenue S; Elmfield area; Rathcoole area; Stationers Park area; Tregaron & Mount View Road. [Full reports are available here](#)

**b) Map-Plotting Exercise: 'Do you live in Crouch End?'**

Two maps were produced, one online (from April 30<sup>th</sup>, Map #2 appended below) and one physical (Map #3, photo appended), to assist us in attracting a more inclusive response. The physical map was deployed at the Crouch End Festival street stall and at the Community workshop. Total response: 413 online plots + 376 physical map plots = 789 responses

We ran a very successful stall over two weekends at the Crouch End Festival in June, located in the Town Hall Square. The aim was to promote the Neighbourhood Forum and to consult with the general public and contained an important mapping element. Many of our map-plots were gained at this event, and we talked to in excess of 1,000 people.

**c) Community Workshop.**

Our workshop took place on June 27<sup>th</sup>. Among the topics was a presentation and wide ranging discussion about the boundary. It was this discussion that led directly to a re-examination of the boundary line between Crouch End and Hornsey (see notes below).

**d) Further Consultation.**

Incl. direct contact with stakeholders, particularly those in difficult-to-determine areas; emails to over 400 people; posts on social media (including popular sites such as Opinion8, Crouch End Appreciation Society, Harringay Online); and publicity in the local paper Ham & High Broadway.

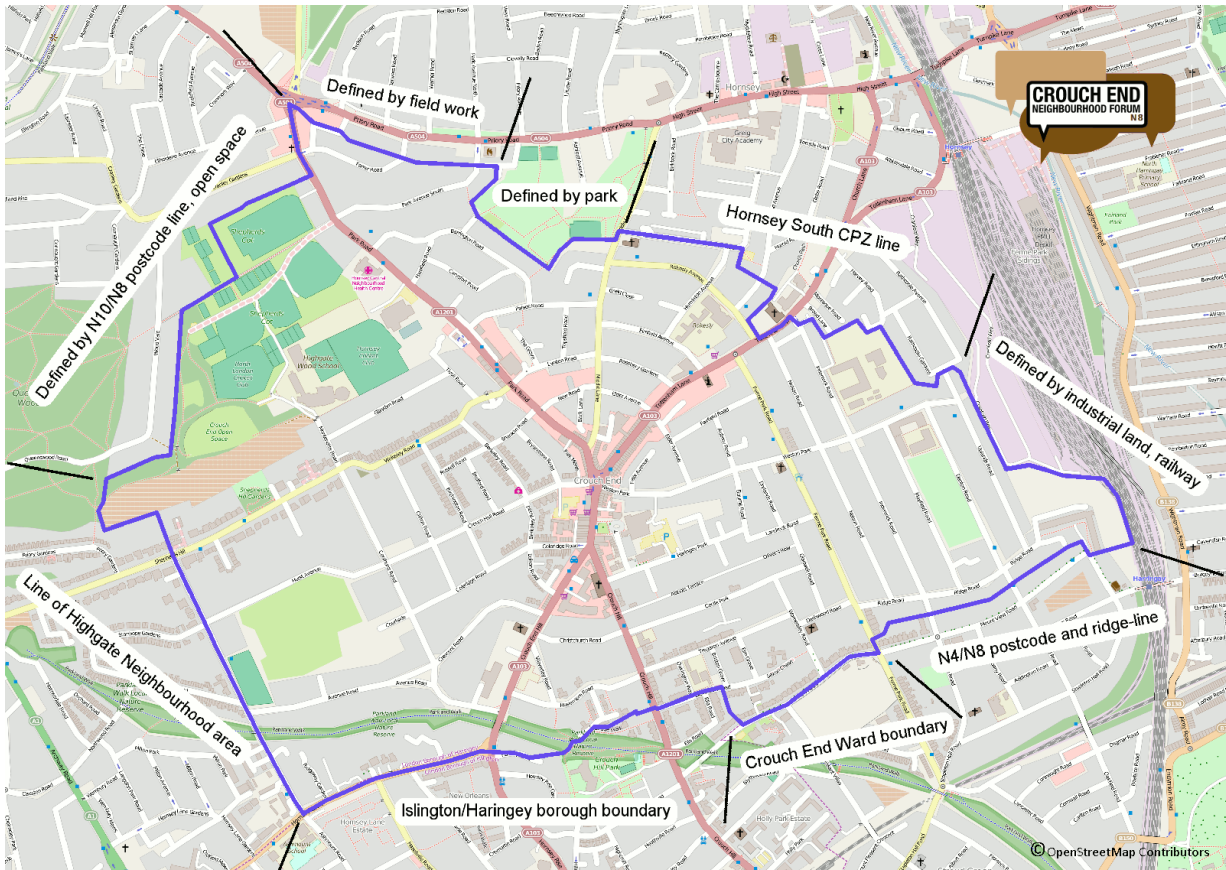
**7. Supporting notes for the specification of the Area:**

**a). Annotated map (Map #1 appended below).**

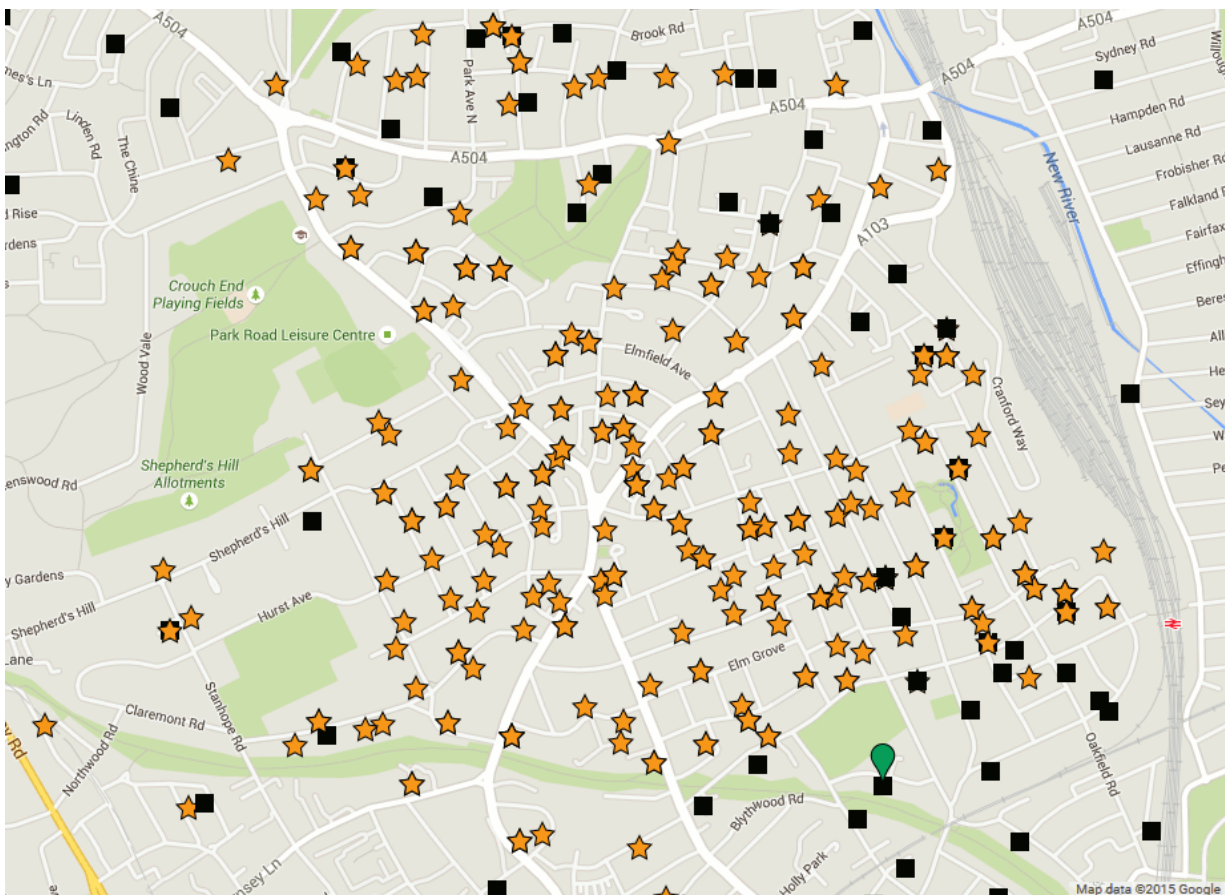
b). Notes running anti-clockwise from the NW.

- i. As can be seen on the annotated map a long stretch of the boundary running from NW to SE is comprised of the existing Highgate NA and the Islington/Haringey Borough boundary. These were adhered to.
- ii. Crouch End Playing Fields, also known as the Crouch End Open Space and Shepherd's Cot was examined in walkabouts. North Middlesex CC is not in the Shepherd's Cot Trust area, but based on observations of CREOS and its postcode (N8) it is included. Wood Vale LTC is the only part of the Playing Fields not included, as it is accessed solely from Wood Vale and has an N10 postcode, it therefore identifies as Muswell Hill.
- iii. Shepherds Hill Allotments Association confirmed their inclusion.
- iv. The section labelled 'Crouch End Ward boundary' is anomalous in that it includes part of the Stroud Green Conservation area although it is in the Crouch End ward and the Crouch End CPZ. In field work we found that the reservoir effectively acted as boundary, and this section of Mount View Road was incorporated.
- v. The 'ridge-line' of Crouch Hill/Hog's Back was confirmed as conclusive in field work.
- vi. Chettle Court, an important social housing development in the area, has an unclear location. After two visits, contact with the nascent residents' association, and an accompanied walking tour, it was included at their behest.
- vii. The Cranford Way Industrial Estate is excluded as its entrance is in Hornsey
- viii. Primary schools in the contentious areas of the SE and E were contacted through parental email lists.
- ix. For Hornsey School for Girls we used a more formal approach to the Head Teacher, governors and school parents body. They confirmed their inclusion.
- x. The boundary between Hornsey and Crouch End was the most difficult challenge for the group. However in field work we found that the new Hornsey South CPZ was gaining public recognition. This was employed apart from three exceptions which were derived from field work and direct representations – The Old Schoolhouse, which falls to Hornsey; the use of the Hillfield Avenue Conservation Area boundary; and the S side of Lightfoot Road, which falls to Crouch End.
- xi. Priory Park is excluded after widespread consultation with local groups such as Hornsey N8, and presentation to and consultation with the Friends of Priory Park group.
- xii. The top NW corner, comprising various phases of the Warner Estate, is an area long known as difficult to define. We undertook significant field work including a presentation to the Warner Estate Residents' Association AGM, and three walkabouts which included an extensive canvassing of the shops in the shopping parades. This gave us a boundary line which locates Park Road, Farrer Mews, Farrar Road, and Park Avenue South in the Crouch End area; and locates Priory Road and all the Estate to the N within Hornsey.
- xiii. The results of the Warner Estate shopkeepers canvass were:  
 Along Park Road/Farrer Mews – 7 Crouch End / 3 Hornsey / 4 don't know  
 Along Priory Road – 2 Crouch End / 5 Hornsey / 1 Muswell Hill / 1 don't know

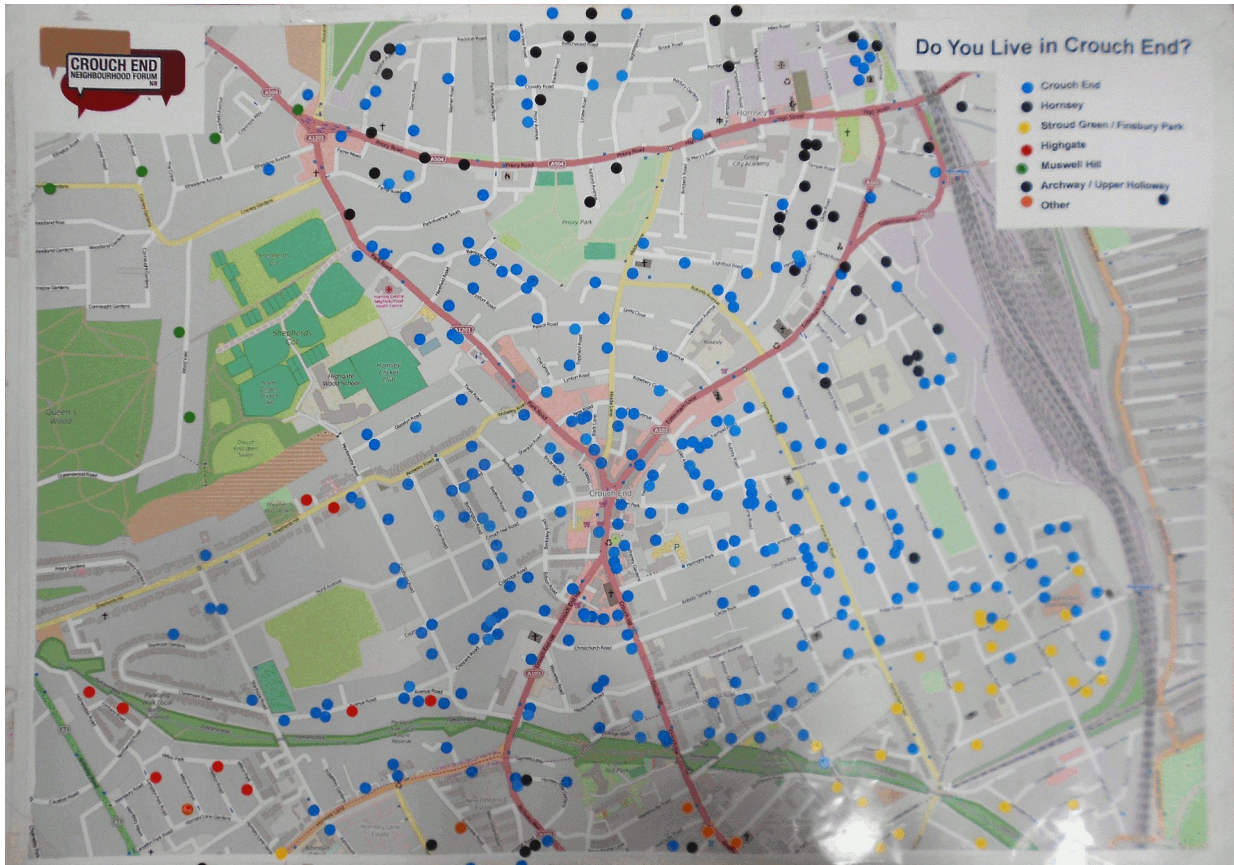
Map #1. Annotated Map for Supporting Notes



Map #2. Online mapping exercise (image)



Map #3. Physical map (image)



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## **Application to designate Crouch End Neighbourhood Forum**

### **Application for designation under the provisions of the Localism Act 2012**

This application is made to Haringey Council to designate a Neighbourhood Forum under the provisions of the Localism Act 2012, in conformity with the requirements of the Neighbourhood Planning (General) 2012 Regulations.

Name of proposed neighbourhood forum: Crouch End Neighbourhood Forum.

It is the relevant body capable of being designated as a neighbourhood forum in accordance with *The Neighbourhood Planning (General) Regulations 2012*, Part 3, Section 8; the *Localism Act 2011*, Schedule 9, Part 1 and Section 61F(5) of the *Town and Country Planning Act 1990* (as amended).

### **Crouch End Neighbourhood Forum contact**

The Neighbourhood Planning (General) Regulations 2012 Regulations 8, 9 and 10 requires details of at least one member of the proposed neighbourhood forum to be made public.

For this application, the contact is the Acting Chair.

Name: David Winskill

Email: [winskill@blueyonder.co.uk](mailto:winskill@blueyonder.co.uk)

### **Neighbourhood Area**

Name of proposed neighbourhood area: Crouch End Neighbourhood Area.

We have produced [a map showing the proposed area for our neighbourhood forum](#) – Crouch End Neighbourhood Area. This map can also be seen in Appendix A. The statement setting out the rationale for this area is included in the second part of our application – Application to create the Crouch End Neighbourhood Area.

### **Constitution**

We have prepared a written constitution (attached in Appendix B). This constitution contains all the terms necessary for legal compliance with the designation of a Neighbourhood Forum

This document has been agreed by the interim Crouch End Neighbourhood Forum steering group. It will be formally adopted by the Crouch End Neighbourhood Forum (CENF) at an Extraordinary General Meeting when the Forum has been formally designated. At this EGM, appropriate officers will be elected to take over duties and responsibilities from the officers currently acting.

The Constitution sets out:

- the name and purpose of the neighbourhood forum,
- working arrangements including sub-groups, partners and their roles,
- pattern of meetings and details of how decisions will be made,
- details of governance, including official positions,
- arrangements for management and financial management,
- membership and procedures for replacement of members where necessary
- how the proposed neighbourhood forum meets the required conditions contained in Section 61F(5) of the Town and Country Planning Act (1990).

## Supporting Statement

This section sets out the purpose, aims and ambitions of the Crouch End Neighbourhood Forum and demonstrates how its membership is representative of the local community. It demonstrates compliance with section 61F(5) of the 1990 Town and Country Planning Act.

### 1. Purpose

The Crouch End Neighbourhood Forum has been established with the express purpose of promoting and improving the social, economic and environmental well-being of Crouch End (as defined in our Neighbourhood Area application).

The main purpose of the CENF is to prepare a Neighbourhood Plan for our area but also to seek to deliver wider improvements by working in partnership with residents, businesses, Haringey Council and local organisations, as well as those further afield as necessary.

The Crouch End Neighbourhood Forum will provide space for residents, business owners and other stakeholders within the area to engage in on-going dialogue with the primary aim of promoting and improving the well-being of the Crouch End Neighbourhood Area. The Forum will also help the area to have a unified voice to enable us to identify and, if possible deliver, solutions to the challenges we face and better facilitate communication with Haringey Council and other bodies.

Our ambition is that communities living and working within the area, as well as those who come to the area to work, study, shop, socialise, for entertainment or other purposes will work together to create a sustainable, mixed and inclusive community.

As set out in our Constitution, our general principles and policies are:

- CENF will take the distinctive character and heritage of Crouch End into account in all its actions, and will ensure that all development in the Area preserves and, where possible, enhances this character.
- CENF will promote Crouch End as a vibrant business and residential community with an improved public realm.
- CENF will support improvements in the local environment including those directed towards energy efficiency and reducing pollution; and conserve and promote green spaces and sports facilities in the area.
- CENF will support initiatives aimed at improving the health and well-being of local people either through public health initiatives or improvements to local health facilities
- CENF will generally support actions aimed at generating employment consistent with the other principles and policies in the Area.

- CENF will promote policies to maximise social benefit, community links, services for young people, crime reduction and support for elderly and vulnerable members of the community.
- CENF will respect all differences including gender, age, ethnicity, religion, sexual orientation, disability and income.
- CENF will encourage all interested residents and businesses in the area to become members and all representative groupings of community members to become affiliates of CENF and to work alongside CENF to further their joint objectives.

We intend to work closely with organisations and communities in neighbouring areas in developing our plan and co-operate over areas and issues of mutual interest.

## **2. Membership**

Membership of the Forum is open to all individuals who live or work in the area, or make use of the area's shops and services, and also to elected members representing the area. We have no membership fees and have recruited members from across the geographical area and from different sections of the community.

At such time as we are designated as a Neighbourhood Forum, our signatories will become members. We have recruited more than the minimum number of signatories who live or work in the area required to support formation, demonstrating the level of support that the designation of a neighbourhood forum for Crouch End has.

At submission date:

- 75 residents of Crouch End are signatories to the application.
- 21 businesses are signatories
- 7 Councillors representing the wards that the Crouch End Area covers, plus the local MP are signatories

This gives a total of 102 signatories to the Crouch End Forum application.

- In addition, a further 28 local organisations have signed as affiliates to the CENF, demonstrating their support for the application. These organisations represent local residents associations, amenity societies, community centres, arts, cultural and sports groups and faith groups.

The list of all signatories and affiliate organisations can be seen in Appendix C.

In addition to those individuals and organisations who have become signatories to the application, 469 people have signed up to our mailing list, a number which we intend to grow as our work continues.

The geographical spread of signatories can be seen in the map at Appendix D.

### 3. Governance

At present (prior to formal designation), the interim Crouch End Neighbourhood Forum is governed by a steering group of 13 people.

A wider group of members, initially around 40 strong, but currently numbering 150 as we approach this submission, have expressed their support for the Neighbourhood forum, and are invited to meetings and receive minutes. Two supporters meetings have taken place where the steering group discussed major decisions with this wider group – the first around the consultation strategy and the second around the neighbourhood area boundary.

On designation we will form an Executive Committee. The means of election to this committee, its constitution and purposes are set out fully in the constitution.

Minutes of all steering group meetings can be found [here](#).

The steering group has set up a bank account and has already successfully applied for £1225 of funding from Locality in order to carry out initial work to set up the neighbourhood forum. In total the CENF can apply for up to £14,000 as well as direct support from experts in particular aspects of plan writing.

### 4. Community engagement

The first public meeting was held in October 2014 to ascertain local appetite for creating a Neighbourhood Plan for Crouch End. Over 40 people attended this meeting, giving a green light to begin the process. At this meeting, several people volunteered to join the steering group. This number has now grown to 13 people.

Since this date, the steering group has met approximately monthly and carried out various community engagement activities in order to raise our profile, encourage more people to get involved, define the boundary for Crouch End neighbourhood area and start to understand people's priorities for Crouch End.

Our principal actions are contained in the table below. Please also see our lists of signatories and affiliates.

Particular attention has been given to engaging as many groups as possible across the geographical area (see map showing geographical spread of signatories), and across all sectors of the community. Nearly 100 stakeholder organisations have been contacted. Guidance was sought from Haringey Officers to assist us in identifying hard to reach groups.

To address inclusivity we targeted all types of housing tenure. Contact was made with the active Residents' Associations (many becoming affiliates), Neighbourhood Watches (through the Metropolitan Police Crouch End Safer Neighbourhoods Team) and local Facebook groups. Social, residential and care housing associations and providers have been approached, such as the Hornsey Housing Trust, YMCA, Chettle Court, John Clifford & Avenue Road associations.

Faith groups have been contacted and key groups are affiliated. Other communities of interest were addressed and include Hornsey Vale Community Centre, The Hornsey Pensioners Action Group, and local carers' groups.

Youth organisations such as Action for Kids and Exposure were contacted. We have discussed our project with schools, and have been invited to address student representative bodies at the senior schools in the coming academic year.

We have communicated with many arts and cultural groups, and we have such key affiliates as Crouch End Festival and Hornsey Historical Society. Amenity societies were contacted, such as the Friends of Priory Park, Friends of Stationers Park, and Friends of the Parkland Walk, Crouch End Open Space, Shepherds Cot Trust, and Shepherds Hill Allotments. All the local sports clubs have received communication.

In order to engage with the business community in Crouch End. The CENF steering group met with the Crouch End Traders Association (CETA). A consultation flyer for local businesses was produced and distributed via the Crouch End Project and CETA. We are working with CETA to deliver a workshop for local businesses scheduled for 30<sup>th</sup> September in order to understand their issues, concerns, opportunities and challenges. In addition, a canvass of local businesses was carried out in the Warner Estate area to aid us in boundary setting.

All groups and organisations have been informed of the continuing consultation, and of the opportunities for their representation as we develop the Neighbourhood Plan.

The activities can be seen in the table below:

ACTIVITY	DATE	NO. OF PARTICIPANTS
Boundary Walkabouts – 6 local walks were led by steering group members to test where the boundary of the neighbourhood area should be by talking to people in these areas	May 17 <sup>th</sup> – 31 <sup>st</sup>	15 people participated. 90-100 people interviewed during the walks
<a href="#">Initial questionnaire</a> launched on CENF website about what people like / dislike / want to change about CE, top priorities for the neighbourhood plan to focus on, and getting involved	Launched April 10 <sup>th</sup> 2015	180 people filled in the questionnaire
Interactive map on CENF website asking the question – ‘Do you live in Crouch End?’ to help us determine the Crouch End neighbourhood area boundary	Launched April 30 <sup>th</sup>	413 people completed online mapping question
Supporters meeting to discuss consultation strategy	9 <sup>th</sup> June	9 people
Crouch End Festival Stall – staffed for four full days over two busy weekends during the Festival in Hornsey Town Hall square by steering group members talking to people about CENF. Stall included the physical interactive map, leaflets, questionnaire, plus mailing list sign-up.  Physical version of a Crouch End map ‘Do you live in Crouch End?’ produced for people to mark on where they live and what they would call this area, to assist us to determine the neighbourhood area boundary. Used on the Crouch End Festival stall and public workshop.	6 <sup>th</sup> – 14 <sup>th</sup> June	376 people contributed to physical map 750 leaflets handed out Estimated 1000 people spoken to directly
Public workshop – 2 hour round table workshop held at Hornsey Town Hall. Agenda included discussion about CE area boundary, opportunities and issues facing CE, priorities for CENF and next steps to designate the forum.	27 <sup>th</sup> June	40 people
Supporters meeting to discuss consultation findings and neighbourhood area boundary	7 <sup>th</sup> July	22 people

There is additional detail around the consultation activities to help define the area boundary in the *Application to create the Crouch End Neighbourhood Area*.

## 5. Publicity

We have created a [website](#) for the Crouch End Neighbourhood Forum, which has all the documents produced by the interim CENF, details of events, feedback from consultation to date, and minutes of steering group meetings. It is also a space for people to comment and get in touch, including a link to the [initial questionnaire](#) asking about people's priorities for Crouch End and a map for people to record where they live and if they think this is Crouch End, to help with ascertaining the area boundary.

In addition, our news is posted on other Crouch End websites, Facebook pages and online forums to reach many more thousands of people. These include: [OpinioN8](#) with c750 members [Crouch End Appreciation Society Facebook page](#) (4885+ members), and other social media sites such as Haringey Networking Group, Transition Crouch End, Hornsey Village Life, Crouch End Creatives, and the Real Crouch End Appreciation Society. CENF also has a twitter feed [@crouchendforum](#), and a [Facebook page](#).

We are in contact with the local newspaper – Ham and High Broadway – who have published a number of articles about our launch, logo competition and activities.

We produced and printed 1,000 flyers setting out what the CENF is and why, and advertising the 27<sup>th</sup> June public workshop. These were distributed locally in shops, library and other venues, and the rest were handed out at the Crouch End Festival.

We communicate often with the 469 people on the mailing list to keep them up to date with what we're doing, let them know about our activities, and ask for their support.

## 6. Consultation feedback to date

The findings from the initial questionnaire will be analysed in more detail over the coming weeks in order to identify priorities for the neighbourhood forum. However, the word clouds generated by the findings can be seen in Appendix E.

Headline findings from the public workshop are set out below. The full report can be read [here](#).

### Major issues facing Crouch End now / in the next 10 years:

- Future of Hornsey Town Hall
- Development intensification
- Loss of community spaces
- Loss of small business spaces
- Lack of affordable housing
- Public realm uncared for and needs investment
- Lack of school places
- Traffic
- Shopping area pedestrian- and cycle-unfriendly
- Lack of facilities for teenagers
- Need for protection and improvement of open spaces
- Need to protect heritage assets

- Lack of diverse businesses on the high street and number of empty shop units
- Pressure on healthcare facilities
- Political inertia from the local authority

What are the opportunities?

- Hornsey Town Hall and Square
- Make more use of Hornsey library
- Community events
- Local people
- Public transport

Where should CENF focus our energies?

- In the short term, focus on setting up the CENF, including communicating effectively, engaging as many people as possible and building up diversity of membership
- Hornsey Town Hall, including involvement in the procurement process and ensuring transparency
- Hornsey Town Hall Square, including public ownership and community and active uses
- Hornsey Library
- Environment, including preserving green spaces, improving streetscape and public realm
- Safeguarding 'villagey' feel of Crouch End without becoming an elitist enclave

As we come to write the neighbourhood plan, we will be guided by these priorities and others as they emerge.

**Future Plans**

We have started the process of consultation and community engagement during the neighbourhood area boundary setting and ascertaining priorities, but this is only the start. These are ongoing processes, which we are committed to maintaining throughout the creation of the neighbourhood plan and beyond.

Following designation we will:

- Focus on engaging with the wider community of Crouch End, including hard to reach sections of the community, to ensure that the neighbourhood plan that we write is representative of all the needs of the people that live and work in Crouch End. For example, this will include involving children and young adults through the local schools, as well as people from the Black, Asian and Minority Ethnic (BAME) communities and disabled people to ensure that their voices are properly heard and reflected in the membership of the CENF
- Businesses are a vital part of the local street scene and economy. We will ensure that businesses are fully represented in the plan's creation – a workshop for local businesses has already been scheduled for 30<sup>th</sup> September, convened by CENF and the Crouch End Traders Association.
- Apply for further funding and / or direct support from Locality in order to enable us to create the neighbourhood plan, drawing on external consultants when needed

- Through ongoing consultation activities, work with the community to create a neighbourhood plan for Crouch End
- In accordance with the wishes of the CENF membership, act as a focal point for relevant issues within Crouch End, for example on local planning matters.

## APPENDIX A – CROUCH END NEIGHBOURHOOD AREA BOUNDARY

This map and the explanatory notes accompanying it can be seen in more detail in the Crouch End Neighbourhood Area Application.

The blue line denotes the proposed neighbourhood area boundary.



## APPENDIX B – CROUCH END NEIGHBOURHOOD DRAFT CONSTITUTION



### CROUCH END NEIGHBOURHOOD FORUM

#### [DRAFT] CONSTITUTION

**Adopted at the Inaugural General Meeting on 26.03.2015 [and used to guide the activities of the Steering Group before formal designation]**

**[Items in square brackets apply in place of underlined words or are needed before the formal designation of the forum's area by the Council]**

#### **1 Purpose and Objects**

1.1 The [proposed] Crouch End Neighbourhood Forum (hereinafter referred to as 'CENF') is a neighbourhood forum as defined in the Town & Country Planning Act 1990 as amended by the Localism Act 2011 ('the Act').

1.2 The purpose of CENF is to further the social, economic and environmental well-being of the Crouch End Area as defined in section 2 below ('the Area') by acting for the Area under the provisions of the Act.

1.3 CENF membership will be open to residents living in the Area, individuals working or carrying on business in the Area, local representative groups and Elected Members representing all or part of the Area. CENF will aim for as wide a representation of communities in the area as possible. Membership and organisation of CENF are set out in section 3 below.

1.4 CENF will prepare and maintain a Neighbourhood Plan as defined in section 4 below, and will monitor development management policy and its application in the Area. It will also seek to deliver wider improvements by working in partnership with residents, businesses, Haringey Council and local organisations, as well as those further afield as necessary.

1.5 CENF will help the area to have a unified voice to enable the identification, and if possible delivery of solutions to the challenges it faces. and to facilitate better communication with Haringey Council and other bodies.

1.6 CENF will enable the communities living and working within the area, as well as those coming to the area to work, study, shop, socialise, or for entertainment or other purposes to work together to create a sustainable, mixed and inclusive community

1.7 CENF may initiate Neighbourhood Development Orders or Community Right to Build Orders, identify Assets of Community Value, or carry out any other permitted actions.

1.8 CENF will act in accordance with General Policies and Principles set out in section 5 below.

## **2 The Crouch End Neighbourhood Area ('the Area')**

2.1 The Area shall be the area shown in the map in Appendix 1 [and may be changed by the Forum as it considers necessary from time to time up to the time of designation] and will be finally determined on designation by the relevant authority.

2.2 The Area is the developed residential and business part of the borough which local people consider to be 'Crouch End'.

2.3 As defined, the Area falls entirely within the boundary of the London Borough of Haringey and abuts the boundary of the Highgate Neighbourhood Forum to the west and the London Borough of Islington to the south.

## **3 Membership and Organisation**

### ***Membership***

3.1 Membership of CENF shall be at least 21 individuals and is open to:

- residents living in the Area, either as individual members or via representative bodies such as those outlined below;
- affiliated representative Residents' Associations, friends' groups, and amenity societies and associations, collectively described herein as 'Organisations';
- local businesses and individuals who work in, and have a long term business interest in, the Area;
- Crouch End Councillors, and representatives from Hornsey, Stroud Green and Muswell Hill Wards (see 3.8, below) and GLA members whose area falls within the Neighbourhood area.

3.2 Affiliated organisations are listed in Appendix 2. This list will be updated from time to time as necessary. [This part of the clause can be deleted if there are no affiliated organisations]. Members shall be accepted by the Forum; resignations from membership shall be received by the Forum.

### **Forum Executive Committee [Steering Group]**

3.3 An Executive Committee [Steering Group] comprising up to 15 members will be elected at each AGM to carry out the day-to-day work of the Forum. The quorum for the Executive Committee [Steering Group] will be 7 members.

3.4 The Executive Committee [Steering Group] will elect the following officers of the Forum from its number: Chair, Vice Chair, Secretary and Treasurer. Officers will serve for one year and be subject to re-election, and there will be no limit to the number of terms an officer may serve. The Chair (or the Vice Chair when acting as Chair) will have a casting vote at any Committee [steering group] or General Meeting.

3.5 The Executive Committee [Steering Group] will direct and oversee the work of the Forum and will meet at least quarterly for this purpose. It may:

- Publicise and promote the work of the Forum and organise meetings, training courses, events or seminars etc.;

- Work with groups of a similar nature and exchange information, advice and knowledge with them, including cooperation with other voluntary bodies, charities, statutory and non-statutory organisations;

3.6 Sub-committees or working parties may be appointed by the Executive Committee [Steering Group] to carry out specific and defined tasks and may have powers delegated to the group or sub-committee according to the task, to consider policies and to advise the Executive Committee [Steering Group]. Such bodies may be appointed from within or outside the membership of the Forum but will be responsible to the Executive Committee [Steering Group] and will report through a nominated Executive Committee [Steering Group] member.

3.7 The Executive Committee [Steering Group] may co-opt up to three additional members to the Executive Committee [Steering Group] in any year. Co-opted members will have the same voting rights as other Executive Committee [Steering Group] members. A co-opted member may be elected as an officer.

3.8 All Councillors representing the Crouch End Ward, and one each (nominated as a representative Councillor) for Hornsey, Stroud Green and Muswell Hill Wards, which have small part of their wards in the Crouch End Neighbourhood Area, will be invited to all Executive Committee [Steering Group] meetings. While they will have normal speaking rights, they will not have the same voting rights as other Executive Committee [Steering Group] members.

3.9 The Secretary will take minutes of General and Executive Committee [Steering Group] Meetings and will ensure that declarations of interest or conflicts of interest are recorded and that minutes are drafted and circulated to invite comments on accuracy within three weeks and approved at the next meeting. Organisations which are affiliated to CENF will be encouraged to communicate such information to their membership.

### ***Meetings***

3.10 Annual General Meetings will be held in March or as close to such date as practicable and should be no longer than 15 months apart. An Extraordinary General Meeting may be called by decision of the Executive Committee [Steering Group] or by 30 members of the Forum applying to the Secretary. For all General Meetings, a notice of the meeting and details of any resolutions to be put to it will be sent to all Forum members at least 21 days before the meeting.

3.11 At any General Meeting each member present will have one vote. Where practicable, arrangements will be made to enable members unable to attend to appoint a proxy. Decisions of General Meetings will be by simple majority except in the cases set out in section 6 below. The quorum for a General Meeting shall be 20 members.

### ***Notices***

3.12 Notices to members will be deemed delivered if sent to the member's last notified email address, or (where no email address is given) sent by post to the last notified address.

### ***Finance***

3.13 The Forum will have the power to raise funds as necessary for its activities, by grant, donation, subscription or any other appropriate means.

3.14 The Executive Committee [Steering Group] will open one or more bank accounts as necessary in the name of the Forum. All funds raised for the Forum will be held in such accounts. The Executive Committee [Steering Group] will nominate bank signatories. Payments and expenses should be verified and endorsed by two authorised signatories.

3.15 The Executive Committee [Steering Group] will where necessary insure any assets it holds, and by insurance or otherwise indemnify its officers against liabilities arising from their work for the Forum. (Perhaps this clause should designate the Secretary to undertake this role).

3.16 Subject to funding, the Executive Committee [Steering Group] may employ staff and volunteers, commission consultancy services, surveys or any other activity in support of the Objects.

### ***Register of Executive Committee [Steering Group] Members' Interests***

3.17 The Secretary will keep a Register of Executive Committee [Steering Group] Members' interests detailing any financial interests in the Area or any other interest, which could be deemed to have an influence on decisions likely to come before the Executive Committee [Steering Group]. Members will abstain from voting on any matter in which they have a financial interest or a conflict of interest where a Neighbourhood Plan policy would affect the business interests of a forum member.

## **4 Neighbourhood Plan**

4.1 The Crouch End Neighbourhood Plan (CENP) will set out more detailed and local policies for the development and use of land within the Area than is provided for in the Local Plan applicable to the whole Borough. As provided for in the Act, it will be subject to consultation and examination, including where appropriate a referendum within the Area.

4.2 The CENP will include, where appropriate, specific policies for identified parts of the Area, including detailed conservation policies and management proposals. Unless otherwise stated, the CENP will apply to the whole of the Area.

4.3 The CENP will aim to:

- complement the Local Development Framework and adopted Conservation Area Appraisal as produced by the relevant Planning Authorities to seek that all development is sympathetic to the character of the Area and where appropriate to bring up-to-date the appraisal and develop its management content;
- identify locations for potential appropriate development that will, within the Local Development Framework, include housing, retail, business, community and recreational uses;
- express aspirations for the future development of traffic and transport serving or passing through the Area;
- advocate the preservation and improvement of private and public open space;
- nominate Assets of Community Value for listing by the appropriate local authority;
- set a framework for the cultural, retail and business improvement of the Area
- advise and lobby the Planning and Highway Authorities on improvements to the public realm;

- pay due attention to sustainability and carbon reduction, and
- advise on the local knowledge on the surface and underground water environment, flood and pollution risks and soil stability.

4.4 The CENP will include policies aimed at generating employment in the area and promoting business activity, including retail. It will aim to promote a range of retail and cultural activity in the community with particular emphasis on encouraging smaller enterprises.

## **5 General Policies and Principles**

5.1 CENF will take the distinctive character and heritage of Crouch End into account in all its actions, and will ensure that all development in the Area preserves and, where possible, enhances this character.

5.2 CENF will promote Crouch End as a vibrant business and residential community with an improved public realm.

5.3 CENF will support improvements in the local environment including those directed towards energy efficiency and reducing pollution; and conserve and promote green spaces and sports facilities in the area.

5.4 CENF will support initiatives aimed at improving the health and well-being of local people either through public health initiatives or improvements to local health facilities

5.5 CENF will generally support actions aimed at generating employment consistent with the other principles and policies in the Area.

5.6 CENF will promote policies to maximise social benefit, community links, services for young people, crime reduction and support for elderly and vulnerable members of the community.

5.7 CENF will respect all differences including gender, age, ethnicity, religion, sexual orientation, disability and income.

5.8 CENF will encourage all interested residents and businesses in the area to become members and all representative groupings of community members to become affiliates of CENF and to work alongside CENF to further their joint objectives.

## **6 Amendments and Dissolution**

6.1 Amendments to this Constitution will be by decision of a General Meeting carried out in accordance with 3.10 and 3.11 above.

6.2 CENF may be dissolved prior to the end of its five year life, by decision of a General Meeting specifically called for this purpose and carried out in accordance with 3.10 and 3.11 above, with the exception that such a vote will only be carried if supported by two thirds or more of those voting.

6.3 In the event of dissolution, any property or funds held by CENF will be

- subject to the agreement of the Members at General Meeting, allocated to one or more nominated organisations set up to continue the work of CENF, or

- in the absence of any such organisation and subject to any statutory regulations, distributed equally to the constituent local organisations who are its members (but not to individual members).

6.4 In accordance with the Act, a formal review of the functions and achievements of CENF will be carried out five years after its formation when it should cease as a Neighbourhood Forum but may become a similar organisation in a new guise. Following such review, and consultation with its members, CENF will decide the most appropriate way of supporting its Neighbourhood's aspirations.

## Appendix 1 – Map of the proposed Crouch End Neighbourhood Area

This map and the explanatory notes accompanying it can be seen in more detail in the Crouch End Neighbourhood Area Application.

The blue line denotes the proposed neighbourhood area boundary.



Appendix C. Signatories in support of the Application; Affiliates of Crouch End Neighbourhood Forum

**1. Crouch End Neighbourhood Forum Signatories**

a). Residents; b). Local Businesses; c). Local Representatives

Names and addresses supplied.

**Residents**

Mark Afford  
Judith Alexander  
Diana Baker  
Jackie Barre  
Sue Batcheler  
Norman Beddington  
Sue Beenstock  
Paul Bennett  
Carol Bird  
David Blythe  
Martin Bostock  
Lynne Brackley  
Amanda Carrara  
Lucia Ciampa  
Bev Coffin  
Emily Compton  
Emma Craven  
Deborah Crewe  
Lesley Daly  
Hal Davis  
Benjamin Doyon  
Ciron Edwards  
Adrian Essex  
Graeme Evans  
Sue Felgate  
Veronica Flavell  
Andrew Foster  
Sophie Foster  
Jem Fouweather  
Jill Gaspari  
John Gregson  
Nicholas Hall  
Roger Hancock  
Nicholas Hawkins  
Jane Hegarty  
Julie Hennessey  
Sue Hessel  
Naomi Hiron  
Andy Hunt

Rob Jackson  
 Sharon Kean  
 Sally Kirkpatrick  
 Miriam Levin  
 Ann McFarland  
 Kathy McHale  
 Maggie Maciejczek  
 Huren Marsh  
 Chris Mason  
 John Milburn  
 Lisa Milton  
 Roy Mittins  
 John Murray  
 Sally Mustoe  
 Theodora Nathanael  
 David Norwood  
 Julian Osley  
 Ricki Ostrov  
 Viv Pert  
 Dr Angela Robinson  
 Alexandra Rudkin  
 Susan Scott Hunt  
 Charles Sharp  
 Adam Sharples  
 Philip Smith  
 David Solomon  
 Lee Stone  
 Fiona Stubbs  
 Greta Sykes  
 Andy Thamm  
 Petra Thamm  
 Miriam Wandless  
 Pete Wandless  
 Steve Watson  
 Chris Williamson  
 David Winskill  
 Hazel Woolfson  
 Tahra Zafar

#### **Local Business Signatories**

A View Optician	6 Crouch End Hill N8 8AA
The Alex PH	120 Park Road N8 8JP
Arthouse Cinema	159a Tottenham Lane N8 9BT
Les Associates Restaurant	172 Park Road N8 8JT
Audio Gold	308 Park Road N8 8LA
Clocktower Store	52 The Broadway N8 9TP
Crouch Hall Road Surgery	48 Crouch Hall Road N8 8HJ
Dunns Bakery	6 The Broadway N8 9SN

Earl Haig Hall PH	18 Elder Avenue N8 9TH
Fahri Jacob Solicitors	147 Crouch Hill N8 9QH
Floral Hall Antiques	Crouch Hill N8 9DX
Foxton's Estates	3-5 Crouch End Hill N8 8DH
Graham Fine Art	56 Crouch End Hill N8 8AA
The Haberdashery Café	22 Middle Lane N8 8PL
The Harringay Arms PH	153 Crouch Hill N8 9QH
Moors Bar	57 Park Road N8 8SY
Muddy Boots	29 Broadway Parade N8 9DB
NatWest Crouch End	1 Crouch Hill N8 8DL
Organic Hair	151 Crouch Hill N8 9QH
Painted Black Vintage	22 Veryan Court, Park Road N8 8JR
Pearl & Turquoise	140 Crouch Hill N8 9DX
Yogacentric	52 Coleridge Road N8 8ED

### **Local Representatives**

Cllr Jason Arthur  
Cllr Mark Blake  
Cllr Pippa Connor  
Cllr Natan Doron  
Cllr Sarah Elliott  
Cllr Tim Gallagher  
Cllr Kirsten Hearn  
Cllr Raj Sahota  
Catherine West, MP

## **2. Crouch End Neighbourhood Forum Affiliated Organisations**

### **Residents' Groups and Associations**

CASCH Residents Association  
Chettle Court Residents Association (nascent)  
Glasslyn, Montenotte, Tivoli Residents Association  
Haslemere Residents Association  
Hatherley Gardens Residents Association  
Ivy Gardens & Abbots Terrace Residents Association  
Mews Watch Neighbourhood Watch  
Oakfield Court Residents Association

### **Community Centres, Action Groups, Amenity Societies, Faith Groups**

Christ Church, Crouch End Hill  
Crouch End Chavurah  
CREOS (Crouch End Open Space)  
Crouch End Traders Association  
Exposure (youth organisation)  
Friends of Parkland Walk

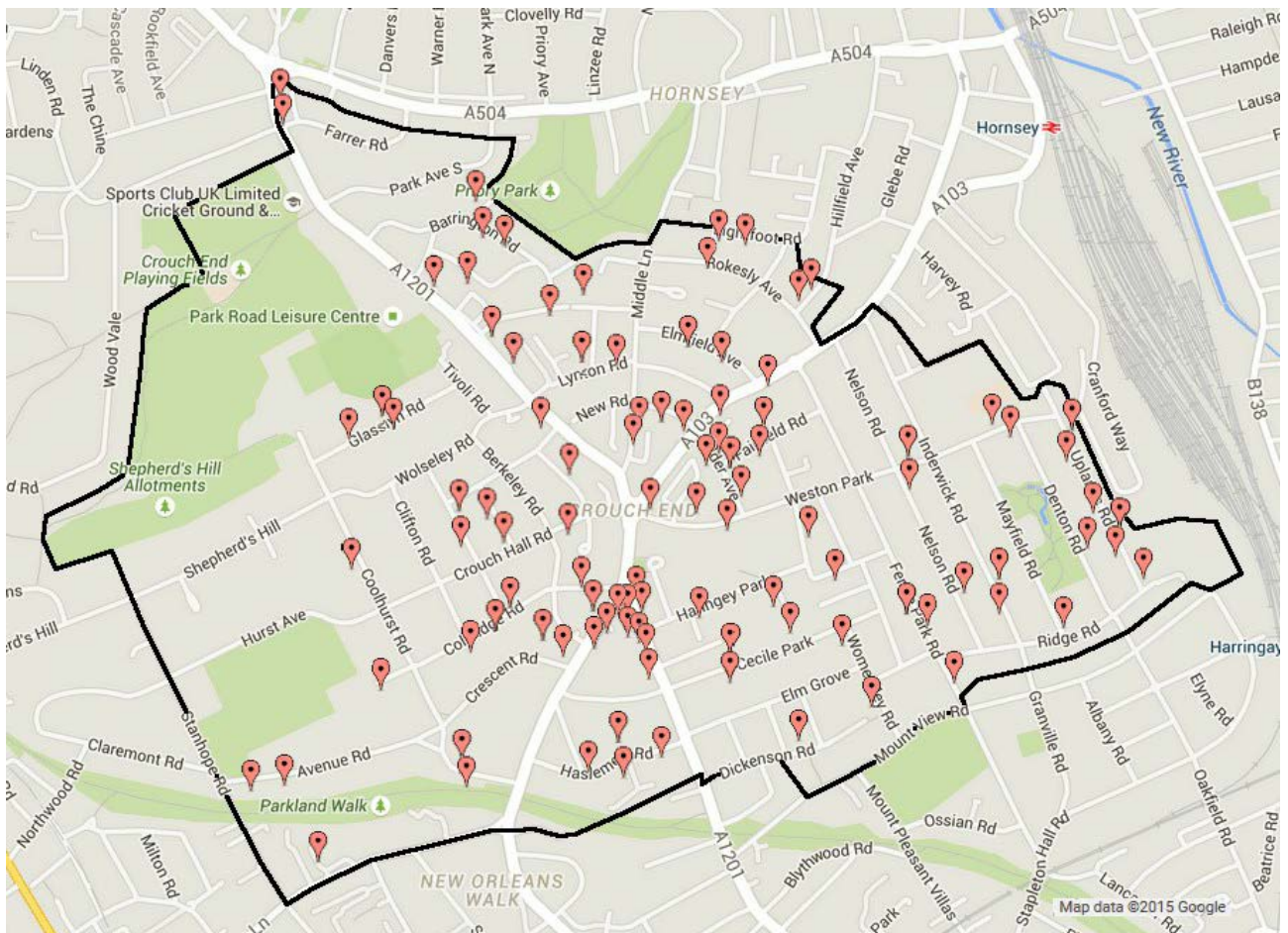
Hornsey Conservation Areas Advisory Committee  
Hornsey Pensioners Action Group  
Hornsey Vale Community Centre  
North London (Hornsey) YMCA  
St Mary with St George, Hornsey Parish Church  
Shepherds Hill Allotments  
Transition Crouch End

**Arts, Cultural, Sports Groups**

Arthouse Cinema  
Crouch End Creatives  
Crouch End Cricket Club  
Crouch End Festival  
Crouch End Festival Chorus  
Crouch End Open Studios  
Crouch End Players  
Hornsey Historical Society  
Hornsey Village Life Group  
Songworks Choir

***Crouch End Neighbourhood Forum, September 2015***

**APPENDIX D – MAP SHOWING GEOGRAPHICAL SPREAD OF SIGNATORIES**



## APPENDIX E – WORD CLOUDS GENERATED FROM ANALYSIS OF THE ONLINE QUESTIONNAIRE



Q1 What do you like about Crouch End?



Q2 What do you dislike about Crouch End?



### Q3 What would you change?



Q4 Three words that describe Crouch End?

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## **CROUCH END NEIGHBOURHOOD FORUM**

### **[DRAFT] CONSTITUTION**

**Adopted at the Inaugural General Meeting on 26.03.2015 [and used to guide the activities of the Steering Group before formal designation]**

**[Items in square brackets apply in place of underlined words or are needed before the formal designation of the forum's area by the Council]**

### **1 Purpose and Objects**

1.1 The [proposed] Crouch End Neighbourhood Forum (hereinafter referred to as 'CENF') is a neighbourhood forum as defined in the Town & Country Planning Act 1990 as amended by the Localism Act 2011 ('the Act').

1.2 The purpose of CENF is to further the social, economic and environmental well-being of the Crouch End Area as defined in section 2 below ('the Area') by acting for the Area under the provisions of the Act.

1.3 CENF membership will be open to residents living in the Area, individuals working or carrying on business in the Area, local representative groups and Elected Members representing all or part of the Area. CENF will aim for as wide a representation of communities in the area as possible. Membership and organisation of CENF are set out in section 3 below.

1.4 CENF will prepare and maintain a Neighbourhood Plan as defined in section 4 below, and will monitor development management policy and its application in the Area. It will also seek to deliver wider improvements by working in partnership with residents, businesses, Haringey Council and local organisations, as well as those further afield as necessary.

1.5 CENF will help the area to have a unified voice to enable the identification, and if possible delivery of solutions to the challenges it faces. and to facilitate better communication with Haringey Council and other bodies.

1.6 CENF will enable the communities living and working within the area, as well as those coming to the area to work, study, shop, socialise, or for entertainment or other purposes to work together to create a sustainable, mixed and inclusive community

1.7 CENF may initiate Neighbourhood Development Orders or Community Right to Build Orders, identify Assets of Community Value, or carry out any other permitted actions.

1.8 CENF will act in accordance with General Policies and Principles set out in section 5 below.

## **2 The Crouch End Neighbourhood Area ('the Area')**

2.1 The Area shall be the area shown in the map in Appendix 1 [and may be changed by the Forum as it considers necessary from time to time up to the time of designation] and will be finally determined on designation by the relevant authority.

2.2 The Area is the developed residential and business part of the borough which local people consider to be 'Crouch End'.

2.3 As defined, the Area falls entirely within the boundary of the London Borough of Haringey and abuts the boundary of the Highgate Neighbourhood Forum to the west and the London Borough of Islington to the south.

## **3 Membership and Organisation**

### ***Membership***

3.1 Membership of CENF shall be at least 21 individuals and is open to:

- residents living in the Area, either as individual members or via representative bodies such as those outlined below;
- affiliated representative Residents' Associations, friends' groups, and amenity societies and associations, collectively described herein as 'Organisations';
- local businesses and individuals who work in, and have a long term business interest in, the Area;
- Crouch End Councillors, and representatives from Hornsey, Stroud Green and Muswell Hill Wards (see 3.8, below) and GLA members whose area falls within the Neighbourhood area.

3.2 Affiliated organisations are listed in Appendix 2. This list will be updated from time to time as necessary. [This part of the clause can be deleted if there are no affiliated organisations]. Members shall be accepted by the Forum; resignations from membership shall be received by the Forum.

### ***Forum Executive Committee [Steering Group]***

3.3 An Executive Committee [Steering Group] comprising up to 15 members will be elected at each AGM to carry out the day-to-day work of the Forum. The quorum for the Executive Committee [Steering Group] will be 7 members.

3.4 The Executive Committee [Steering Group] will elect the following officers of the Forum from its number: Chair, Vice Chair, Secretary and Treasurer. Officers will serve for one year and be subject to re-election, and there will be no limit to the number of terms an officer may serve. The Chair (or the Vice Chair when acting as Chair) will have a casting vote at any Committee [steering group] or General Meeting.

3.5 The Executive Committee [Steering Group] will direct and oversee the work of the Forum and will meet at least quarterly for this purpose. It may:

- Publicise and promote the work of the Forum and organise meetings, training courses, events or seminars etc.;
- Work with groups of a similar nature and exchange information, advice and knowledge with them, including cooperation with other voluntary bodies, charities, statutory and non-statutory organisations;

3.6 Sub-committees or working parties may be appointed by the Executive Committee [Steering Group] to carry out specific and defined tasks and may have powers delegated to the group or sub-committee according to the task, to consider policies and to advise the Executive Committee [Steering Group]. Such bodies may be appointed from within or outside the membership of the Forum but will be responsible to the Executive Committee [Steering Group] and will report through a nominated Executive Committee [Steering Group] member.

3.7 The Executive Committee [Steering Group] may co-opt up to three additional members to the Executive Committee [Steering Group] in any year. Co-opted members will have the same voting rights as other Executive Committee [Steering Group] members. A co-opted member may be elected as an officer.

3.8 All Councillors representing the Crouch End Ward, and one each (nominated as a representative Councillor) for Hornsey, Stroud Green and Muswell Hill Wards, which have small part of their wards in the Crouch End Neighbourhood Area, will be invited to all Executive Committee [Steering Group] meetings. While they will have normal speaking rights, they will not have the same voting rights as other Executive Committee [Steering Group] members.

3.9 The Secretary will take minutes of General and Executive Committee [Steering Group] Meetings and will ensure that declarations of interest or conflicts of interest are recorded and that minutes are drafted and circulated to invite comments on accuracy within three weeks and approved at the next meeting. Organisations which are affiliated to CENF will be encouraged to communicate such information to their membership.

### ***Meetings***

3.10 Annual General Meetings will be held in March or as close to such date as practicable and should be no longer than 15 months apart. An Extraordinary General Meeting may be called by decision of the Executive Committee [Steering Group] or by 30 members of the Forum applying to the Secretary. For all General Meetings, a notice of the meeting and details of any resolutions to be put to it will be sent to all Forum members at least 21 days before the meeting.

3.11 At any General Meeting each member present will have one vote. Where practicable, arrangements will be made to enable members unable to attend to appoint a proxy. Decisions of General Meetings will be by simple majority except in the cases set out in section 6 below. The quorum for a General Meeting shall be 20 members.

### ***Notices***

3.12 Notices to members will be deemed delivered if sent to the member's last notified email address, or (where no email address is given) sent by post to the last notified address.

### ***Finance***

3.13 The Forum will have the power to raise funds as necessary for its activities, by grant, donation, subscription or any other appropriate means.

3.14 The Executive Committee [Steering Group] will open one or more bank accounts as necessary in the name of the Forum. All funds raised for the Forum will be held in such accounts. The Executive Committee [Steering Group] will nominate bank signatories. Payments and expenses should be verified and endorsed by two authorised signatories.

3.15 The Executive Committee [Steering Group] will where necessary insure any assets it holds, and by insurance or otherwise indemnify its officers against liabilities arising from their work for the Forum. (Perhaps this clause should designate the Secretary to undertake this role).

3.16 Subject to funding, the Executive Committee [Steering Group] may employ staff and volunteers, commission consultancy services, surveys or any other activity in support of the Objects.

### ***Register of Executive Committee [Steering Group] Members' Interests***

3.17 The Secretary will keep a Register of Executive Committee [Steering Group] Members' interests detailing any financial interests in the Area or any other interest, which could be deemed to have an influence on decisions likely to come before the Executive Committee [Steering Group]. Members will abstain from voting on any matter in which they have a financial interest or a conflict of interest where a Neighbourhood Plan policy would affect the business interests of a forum member.

## **4 Neighbourhood Plan**

4.1 The Crouch End Neighbourhood Plan (CENP) will set out more detailed and local policies for the development and use of land within the Area than is provided for in the Local Plan applicable to the whole Borough. As provided for in the Act, it will be subject to consultation and examination, including where appropriate a referendum within the Area.

4.2 The CENP will include, where appropriate, specific policies for identified parts of the Area, including detailed conservation policies and management proposals. Unless otherwise stated, the CENP will apply to the whole of the Area.

4.3 The CENP will aim to:

- complement the Local Development Framework and adopted Conservation Area Appraisal as produced by the relevant Planning Authorities to seek that all development is sympathetic to the character of the Area and where appropriate to bring up-to-date the appraisal and develop its management content;
- identify locations for potential appropriate development that will, within the Local Development Framework, include housing, retail, business, community and recreational uses;
- express aspirations for the future development of traffic and transport serving or passing through the Area;

- advocate the preservation and improvement of private and public open space;
- nominate Assets of Community Value for listing by the appropriate local authority;
- set a framework for the cultural, retail and business improvement of the Area
- advise and lobby the Planning and Highway Authorities on improvements to the public realm;
- pay due attention to sustainability and carbon reduction, and
- advise on the local knowledge on the surface and underground water environment, flood and pollution risks and soil stability.

4.4 The CENP will include policies aimed at generating employment in the area and promoting business activity, including retail. It will aim to promote a range of retail and cultural activity in the community with particular emphasis on encouraging smaller enterprises.

## **5 General Policies and Principles**

5.1 CENF will take the distinctive character and heritage of Crouch End into account in all its actions, and will ensure that all development in the Area preserves and, where possible, enhances this character.

5.2 CENF will promote Crouch End as a vibrant business and residential community with an improved public realm.

5.3 CENF will support improvements in the local environment including those directed towards energy efficiency and reducing pollution; and conserve and promote green spaces and sports facilities in the area.

5.4 CENF will support initiatives aimed at improving the health and well-being of local people either through public health initiatives or improvements to local health facilities

5.5 CENF will generally support actions aimed at generating employment consistent with the other principles and policies in the Area.

5.6 CENF will promote policies to maximise social benefit, community links, services for young people, crime reduction and support for elderly and vulnerable members of the community.

5.7 CENF will respect all differences including gender, age, ethnicity, religion, sexual orientation, disability and income.

5.8 CENF will encourage all interested residents and businesses in the area to become members and all representative groupings of community members to become affiliates of CENF and to work alongside CENF to further their joint objectives.

## **6 Amendments and Dissolution**

6.1 Amendments to this Constitution will be by decision of a General Meeting carried out in accordance with 3.10 and 3.11 above.

6.2 CENF may be dissolved prior to the end of its five year life, by decision of a General Meeting specifically called for this purpose and carried out in accordance with 3.10 and 3.11 above, with the exception that such a vote will only be carried if supported by two thirds or more of those voting.

6.3 In the event of dissolution, any property or funds held by CENF will be

- subject to the agreement of the Members at General Meeting, allocated to one or more nominated organisations set up to continue the work of CENF, or
- in the absence of any such organisation and subject to any statutory regulations, distributed equally to the constituent local organisations who are its members (but not to individual members).

6.4 In accordance with the Act, a formal review of the functions and achievements of CENF will be carried out five years after its formation when it should cease as a Neighbourhood Forum but may become a similar organisation in a new guise. Following such review, and consultation with its members, CENF will decide the most appropriate way of supporting its Neighbourhood's aspirations.

## Appendix 1 – Map of the proposed Crouch End Neighbourhood Area

This map and the explanatory notes accompanying it can be seen in more detail in the Crouch End Neighbourhood Area Application.

The blue line denotes the proposed neighbourhood area boundary.



**Report for:** Cabinet – 15<sup>th</sup> December 2015

**Item number:** 18

**Title:** Strategic Partner for the Voluntary and Community Sector - contract award

**Report authorised by :** Zina Etheridge, Deputy Chief Executive

**Lead Officers:** Charlotte Pomery - Assistant Director, Commissioning  
Sanjay Mackintosh – Head of Strategic Commissioning

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Report for Key Decision

**1. Describe the issue under consideration**

- 1.1 This report details the outcome of an open tender process for the award of a contract to be the Council's Strategic Partner for the Voluntary and Community Sector (VCS).
- 1.2 This tender is a reflection both of the Borough's commitment to enabling and working alongside a vibrant, inclusive and self sufficient VCS and of its changing relationship with the sector in Haringey.
- 1.3 The Council has not commissioned a strategic partner before and the partnership between the Council and the successful bidder will have a strong role to play in delivering the Council's strategic priorities as set out in the Corporate Plan 2015-18 - *Building a Stronger Haringey Together*. It is also key to delivering the VCS commissioning framework, agreed by Cabinet in July 2015.
- 1.4 The outcomes associated with this service are intended to articulate the elements of a strong and constructive relationship between Haringey Council, the strategic partner and voluntary and community sector groups and organisations (that are both established and emerging) in Haringey.
- 1.5 It is anticipated that the new contract will commence in January 2016.

## **2. Cabinet Member Introduction**

- 2.1 Working in partnership with the community and voluntary sector is vital to delivering our vision of 'Building a Stronger Haringey Together'.
- 2.2 As we see further reductions to local government funding, the VCS will play an even more important role in helping those who live, work and visit Haringey to access the best possible services and support to help them achieve their potential. Developing a role for a Strategic Partner will help ensure we have a strong and prosperous VCS, and a solid relationship between the council and organisations in the community that deliver such important services to our residents.
- 2.3 The Strategic Partner will be able to support established voluntary and community-based organisations already in Haringey, and begin to encourage new and emerging organisations to develop and thrive. This will not only maximise their reach to people in Haringey, but also to increase capacity within the sector to secure external funding and to share good practice.
- 2.4 As the preferred bidders, the Bridge Renewal Trust and Moracle Foundation have demonstrated it has the right values, skills and experience to be the council's Strategic Partner. I am confident that awarding them the contract will deliver a high-quality service that will help the voluntary and community sector in Haringey prosper.

## **3. Recommendations**

- 3.1 That Cabinet, in accordance with CSO 9.06.1(d), approves the award of a contract for Strategic Partner services to the preferred bidder - The Bridge Renewal Trust and Moracle Foundation
- 3.2 That the contract is awarded for a period of three years for a value of £450,000 with the option to extend for a further one year for an additional value of £150,000.

## **4. Reasons for decision**

- 4.1 This decision is important in terms of ensuring development and continuity of the VCS in Haringey.
- 4.2 The recommendations as outlined above in 3.1 and 3.2 are based on the provider who scored the highest on a most economically advantageous (MEAT) basis and therefore would offer the best value to the Council in terms of quality and price.

## **5. Alternative options considered**

- 5.1 The option of extending the existing contract was not considered as there is a need for a new contract to reflect a changing relationship with the sector and not available as the contract has previously been extended.

- 5.2 Four further suppliers were considered as part of the procurement process. The scores for these bidders are presented later in this report (Section 6.6).
- 5.3 The option to 'do nothing' was explored and evaluated as not viable. This option would not have provided a suitable or sustainable platform which will continue to deliver the support needed by the VCS for the foreseeable future.
- 5.4 In addition to the above, failure to provide the interventions would have an adverse impact on delivery of the Corporate Plan and efficiency savings in the longer term.

## 6. Background information

- 6.1 Haringey Council's Corporate Plan 2015-18 - *Building A Stronger Haringey Together* sets out the Council's priorities and outcomes and highlights the role of effective partnerships in delivering the ambitious programme of change. The Council acknowledges the vital role which the VCS in the borough plays in delivering outcomes for local residents, intervening early and building individual, family and community capacity.
- 6.2 The Strategic Partner will work together with the Council to develop a strong and constructive relationship with both established and emerging VCS groups in Haringey. The outcomes for the commissioned strategic partner are:
  - **Outcome 1:** A vibrant, inclusive, viable and self-sufficient voluntary and community sector in Haringey, that is resilient and sustainable
  - **Outcome 2:** A strong partnership between the Council and the sector, and between members within the sector, to deliver shared priorities
  - **Outcome 3:** The Council's positive reputation is enhanced and the priorities, principles and outcomes in the Corporate Plan 2015-18 – *Building a Stronger Haringey Together* – are embedded in the sector

### Procurement Process

- 6.3 In July 2015, Haringey Council invited interested providers to tender for provision of the strategic partner service, following an initial market engagement event in April 2015.
- 6.4 The procurement process started with the placing of a contract notice in the Official Journal of the European Union (OJEU) on Haringey's website, CompeteFor portal. In addition the advert was circulated by Haringey Association of Voluntary and Community Organisations (HAVCO) by email to its membership, approximately 900 contacts representing voluntary and community groups in the Borough.
- 6.5 The Invitation to Tender (ITT) and supporting documents were placed on Delta (e-tendering portal) where following a registration process, the potential tenderers can access the tender documents and submit their proposals electronically. By the closing date of 25th September 2015, five tenders had been received.

- 6.6 The tenders were evaluated on a Most Economical Advantageous Tender (MEAT) basis with a split of 30% Price and 70% Quality as set out in the ITT documentation.

<b>Tenderers</b>	<b>Quality Scores (out of 700 points)</b>	<b>Price/Cost scores (out of 300 points)</b>	<b>Total Score for quality and price (out of 1000 points)</b>	<b>Contract price over 3 years</b>	<b>Contract price for 4 years</b>
Bridge Renewal Trust and Moracle Foundation	482	210	692	£450,000.00	£600,000.00
<b>Company B</b>	454	210	664	£450,000.00	£600,000.00
<b>Company C</b>	335	300	635	£315,159.00	£599,478.00
<b>Company D</b>	393	222	615	£426,000.00	£569,884.00
<b>Company E</b>	384	210	594	£450,000.00	£600,000.00

### Transition and Contract Management

- 6.7 Key Performance Indicators and methods of measurement are integrated within the service specification and will be monitored through contract monitoring meetings and reports.
- 6.8 Contract monitoring meetings will be held monthly for the first six months and quarterly thereafter. The purpose of monthly monitoring meetings will be to examine the implementation of the service, monitor delivery of the service at an operational level and to foster partnership working to facilitate early resolution of problems and/or issues.

## **7. Contribution to strategic outcomes**

- 7.1 This is a key strategic contract for the Council, which will help deliver the VCS commissioning framework, agreed by Cabinet in July 2015. As the Council transforms its services through its corporate plan – *Building a Stronger Haringey Together* – the VCS will become increasingly important as both a deliverer of particular services, but also as partner in understanding the needs

of communities, co-designing how to meet those needs and helping the Council to deliver services to meet those needs. For this, we need a strong, sustainable VCS and this new strategic partner is key to helping achieve that.

## **8. Statutory Officers comments**

### Chief Finance Officer

- 8.1 Funding for these contracts is available within the Voluntary Sector Commissioning budget. This commissioning budget is required to make substantial savings as part of the MTFS but the service has taken this requirement into account when allocating funding to these contracts. The procurement of a high quality strategic partner should in itself contribute to the mitigation of the impact of these savings.

### Head of Procurement

- 8.2 The procurement process has been carried out in line with the Procurement Code of Practice. Central procurement has been involved in this process and supports the recommendation.
- 8.3 Contract management will be put in place to ensure contract compliance and ensure quality outcomes.
- 8.4 There is no inflationary provision within the terms of the contract and so the contract price is essentially fixed for the duration of the contract.

### Assistant Director for Corporate Governance

- 8.5 This report relates to services which are subject to the new Light Touch Regime under the Public Contract Regulations 2015. As such they are required to be advertised in the Official Journal of the European Union (OJEU) although there is greater flexibility in the tender procedure followed than under the standard EU tender regime.
- 8.6 The Council's Contract Standing Orders (CSOs) also apply to the procurement and the services have been tendered in accordance with CSO requirements. The open procedure provided under CSO 9.01(a) was followed.
- 8.7 The services tendered are valued over £500,000. As result, the decision to award the contract for the services is a Key Decision that must be included in the Forward Plan, which has been done, and must be taken at Cabinet level in accordance with CSO 9.06.1(d).
- 8.8 It is noted that the recommendation is to award the contract to 2 organisations who will jointly provide the services. To minimise risk to the Council through a lack of clarity about which organisation would be liable in the event of a service delivery failure, it is advisable that the contract to be entered into should expressly provide for the organisations to be jointly and severally liable. The 2

organisations concerned have also confirmed their willingness to assume joint and several responsibility under the contract.

- 8.9 The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Cabinet from approving the recommendation in paragraph 3 of this report.

### Equality

- 8.10 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:
- a) tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
  - b) advance equality of opportunity between people who share those protected characteristics and people who do not;
  - c) foster good relations between people who share those characteristics and people who do not.
- 8.11 An Equality Impact Assessment (EQIA) was prepared to inform the proposal, a copy of which can be found in Appendix 4.
- 8.12 The specification for the new strategic partner contract will require the provider to abide by the the Equality Act 2010.
- 8.13 The contract for the Strategic Partner will require the provider to offer the service to all Haringey based voluntary and community sector organisations (VCOs) who request advice and support. These are organisations which are working first hand to support different groups of service users and residents, including those people who are disadvantaged and vulnerable.
- 8.14 It has been estimated that there are approximately 900 voluntary and community based organisations in the Borough. The types of services they provided can be categorised into the Council's five priority area themes which are:
- 1. Enable every child and young person to have the best start in life, with high quality education
  - 2. Enable all adults to live healthy, long and fulfilling lives
  - 3. a clean and safe borough where people are proud to live, with stronger communities and partnerships
  - 4. Drive growth and employment from which everyone can benefit
  - 5. Create homes and communities where people choose to live and are able to thrive

- 8.15 The new provider will be expected to work with the range of voluntary and community based organisations in the Borough to differing degrees which range from one-to-one support to delivering training and development support to groups of different providers depending on the subject matter (E.g. managing finance, securing funding, putting together a management committee, supporting volunteers, devising objectives and outcomes to development of a constitution).
- 8.16 The new provider will also be undertaking a mapping exercise of the type and range of VCO's in Haringey. This will further inform our equalities assessment and mitigation plans will be developed and implemented in the case where any disadvantage to groups of people with protected characteristics have been identified."

## **9. Use of Appendices**

9.1 N/A

## **10. Local Government (Access to Information) Act 1985**

- 10.1 This report contains exempt and non exempt information. Exempt information is contained in the exempt report and is not for publication. The exempt information is under the following category: (identified in the amended schedule 12 A of the Local Government Act 1972 (3)) information in relation to financial or the business affairs of any particular person (including the authority holding that information).



**Report for:** Cabinet – 15<sup>th</sup> December 2015

**Item number:** 19

**Title:** Information, Advice and Guidance (IAG)

**Report authorised by :** Zina Etheridge, Deputy Chief Executive

**Lead Officers:** Charlotte Pomery, Assistant Director, Commissioning  
Sanjay Mackintosh – Head of Strategic Commissioning

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Report for Key Decision

## **1. Describe the issue under consideration**

- 1.1 This report details the outcome of an open tender process for the award of contracts to provide Information, Advice and Guidance (IAG) Services. New contracts will be awarded in 4 lots.
- 1.2 Effective IAG plays a vital role in prevention and early intervention and the reduction of health inequalities, as well as promoting self-help and empowerment, with a number of other benefits to residents of Haringey.
- 1.3 The service aims to contribute to the delivery of the Corporate Plan, Building a Stronger Haringey Together, and to support a borough where children, young people and adults can thrive and achieve, through a service delivery model based on easy access to effective information and advice. Importantly, the service will also build capacity in individuals, families and communities to access their own information, advice and guidance in the future where appropriate, using a range of channels and approaches. The service will be embedded in a number of wider initiatives including the Children's Centre redesign, the transformation of adult social care and the Integrated Health Improvement (Wellness Service) in order to ensure a holistic response and outreach to those most in need of support.
- 1.4 The new service is scheduled to mobilise between January and March 2016, and commence full service delivery to the public on 1st April 2016.

## **2. Cabinet Member Introduction**

- 2.1 Part of delivering our vision of 'Building a Stronger Haringey Together' will be making sure residents have easy access to the right information, advice and guidance to help them in their everyday lives, via platforms that work for them.
- 2.2 The current IAG model is fragmented and financially unsustainable in the longer-term which, along with other local and national drivers, means transformation is essential. These drivers provide an important opportunity to build a new operating model which is both sustainable, and delivers better outcomes for everyone who lives, works or studies in Haringey.
- 2.3 The new IAG model will see services more widely available to residents and in all areas of the borough, and will utilise different platforms. This will help us comply with the Care Act 2014, and ensure people have access to information earlier on to help reduce reliance on other services.
- 2.4 As the preferred bidder, Haringey Citizen's Advice Bureau Ltd has demonstrated they meet the values and partnership-led approach the council needs from such a service, and I am confident that awarding them the contract will deliver a high-quality service fit for the future.

### **3. Recommendations**

- 3.1 That, in accordance with CSO 9.06.1(d), Cabinet approves the award of contracts covering all 4 lots for Information, Advice and Guidance (IAG) Services to Haringey Citizen's Advice Bureau.
- 3.2 That for each of the 4 lots, the contract is awarded for a period of three years for a total value of £2,364,000 with the option to extend for a further one year for an additional value of £788,000.

### **4. Reasons for decision**

- 4.1 The specification for the new IAG service has been significantly reshaped in order to ensure that it meets the Council's strategic objectives, fits with other resident focused services and strengthens individual and community capacity to access information, advice and guidance directly. This decision is important to ensure continuity of the delivery of information, advice and guidance, albeit through a redesigned service, in Haringey and to ensure compliance with statutory requirements placed on the Council.
- 4.2 The recommendations as outlined above in 3.1 and 3.2 are based on the provider who scored the highest on a most economically advantageous (MEAT) basis and therefore would offer the best value to the Council in terms of quality and price.

- 4.3 As a result of the procurement exercise, which was carried out in accordance with the Procurement Code of Practice, it is now recommended that the successful tenderer be awarded a contract as outlined in 3.1 – 3.2 in accordance with CSO 9.06.1(d).

## **5. Alternative options considered**

- 5.1 The option of extending the existing contract was not available as the existing contracts with three providers had previously been extended and Haringey's Corporate Plan 2015-18 required a broader service to be commissioned.
- 5.2 A further option of bringing the service back in-house was also considered. However, the voluntary and community sector in Haringey has a strong track record of successfully delivering information, advice and guidance in a number of local settings and remain best placed to deliver a service like this in future.
- 5.3 The option to 'do nothing' was explored and evaluated as not viable. This option would not have provided a suitable or sustainable platform on which to provide IAG in Haringey.
- 5.4 Three further suppliers were considered as part of the procurement process across all 4 lots. The scores for these bidders in relation to each lot are presented in this report (Section 6.11).
- 5.5 In addition to the above, failure to provide the interventions would have an adverse impact on delivery of the Corporate Plan and efficiency savings in the longer term.

## **6. Background information**

- 6.1 The previous contracts for IAG were delivered by 3 organisations, one specialised in providing IAG to Older People, the second in Legal Advice - representation/case work and the third in generic information and advice. Extensions to these contracts expire on 31<sup>st</sup> March 2016 after which the new contract will commence. The new service has been redesigned in order to improve access to the service for residents who live in all areas of Haringey; as well as to ensure that access points are up to date with localised information as much as possible. As a result of the above, the new service is planned to be more responsive to the needs of its local communities (North East, South East, Central and West Haringey).
- 6.2 The basis of the redesign was informed by a number of key drivers, which include the Corporate Plan 'Building a Stronger Haringey Together'; Medium Term Financial Strategy; Health and Care Integration Agenda (Better Care Fund); Care Act 2014 (Information 'key delay and prevention of dependence'); service user and provider feedback and continuous improvement. The primary

issue with the way the service was provided previously is most services were centralised meaning a significant proportion of residents had to travel to access the services. Secondly, through surveys residents have indicated that they want information and advice to be based on local solutions.

- 6.3 A key part of the commissioning process has been to benchmark the IAG service with other local authorities to ensure the service specification and price is fit for purpose and best value is achieved (see paragraph 6.10). Commissioners benchmarked with other local authority-commissioned IAG services, including the London Borough of Brent (up to £1m p.a.), Buckinghamshire County Council (up to £2.4m p.a.), and the London Borough of Waltham Forest (up to £2.4m p.a.). By placing local need and demand alongside this benchmarking, commissioners were able to develop a fit-for-purpose specification at a lower price range than comparator local authorities, thus achieving good value for money. More details on final pricing of bids can be found in paragraph 6.11.

#### Outcomes for the new service

- 6.4 The service will be delivering three key outcomes:
- **Delivery Delivery of IAG** - Haringey residents are able to access information, advice and guidance at the time they need it
  - **Building capacity** - having received information, advice and guidance from the provider, people feel equipped and knowledgeable to manage their needs better in future
  - **Quality of information** - the information, advice and guidance is of high quality and those accessing the service feel their issue or query has been handled well and resolved
- 6.5 The provider will collect data and information as evidence to support the achievement of these outcomes and the Council will use this to understand the impact of the service on Haringey communities.

#### Procurement Process

- 6.6 In July 2015, Haringey Council invited interested providers to tender for the provision of IAG across 4 lots.
- 6.7 The procurement process started with the placing of a contract notice in the Official Journal of the European Union (OJEU), on Haringey's website, and the CompeteFor portal. In addition the advert was circulated by the Haringey Association of Voluntary and Community Organisations (HAVCO) by email to its membership, approximately 900 contacts representing voluntary and community groups in the Borough.

- 6.8 The Invitation to Tender (ITT) and supporting documents were placed on Delta (the e-tendering portal) where, following a registration process, the potential tenderers could access the tender documents and submit their proposals electronically.
- 6.9 The closing date for submitting tenders was 25th September 2015 and by the deadline twelve (12) tenders were received across all 4 lots. Tenderers who submitted tender(s) are listed in Part B - Exempt Information of this report.
- 6.10 The tenders were evaluated using the Most Economical Advantageous Tender (MEAT), based on 30% price and 70% quality, as set out in the ITT documentation.
- 6.11 The tables below detail the outcome of the tender evaluations and respective scores of the tenders. (See also Part B - Exempt information).

#### **Lot 1 – North West Haringey**

<b>Tenderers</b>	<b>Quality Scores (out of 700 points)</b>	<b>Price Scores (out of 300 points)</b>	<b>Total scores (out of 1000 points)</b>	<b>Contract price over 3 years</b>	<b>Contract price for 4 years</b>
Haringey Citizen's Advice Bureau	613	270	888	£765,000.00	£1,020,000.00
Company B	450	270	720	£764,775.00	£1,019,700.00
Company C	569	276	845	£749,025.00	£997,957.00
Company D	325	300	625	£688,020.00	£913,740.00

#### **Lot 2 – South East Haringey**

<b>Tenderers</b>	<b>Quality Scores (out of 700 points)</b>	<b>Price Scores (out of 300 points)</b>	<b>Total scores (out of 1000 points)</b>	<b>Contract price over 3 years</b>	<b>Contract price for 4 years</b>
Haringey Citizen's Advice Bureau	613	294	907	£567,000.00	£756,000.00
Company B	450	293	743	£567,236.00	£756,322.00
Company C	569	300	869	£555,856.00	£739,599.00

**Lot 3 – Central Haringey**

<b>Tenderers</b>	<b>Quality Scores (out of 700 points)</b>	<b>Price Scores (out of 300 points)</b>	<b>Total scores (out of 1000 points)</b>	<b>Contract price over 3 years</b>	<b>Contract price for 4 years</b>
Haringey Citizen's Advice Bureau	613	294	907	£501,000.00	£668,000.00
Company B	450	294	744	£500,912.00	£667,879.00
Company C	569	300	869	£490,537.00	£653,563.00

**Lot 4 – West Haringey**

<b>Tenderers</b>	<b>Quality Scores (out of 700 points)</b>	<b>Price Scores (out of 300 points)</b>	<b>Total scores (out of 1000 points)</b>	<b>Contract price over 3 years</b>	<b>Contract price for 4 years</b>
Haringey Citizen's Advice Bureau	613	300	913	£531,000.00	£708,000.00
Company B	450	299	749	£531,115.00	£708,157.00

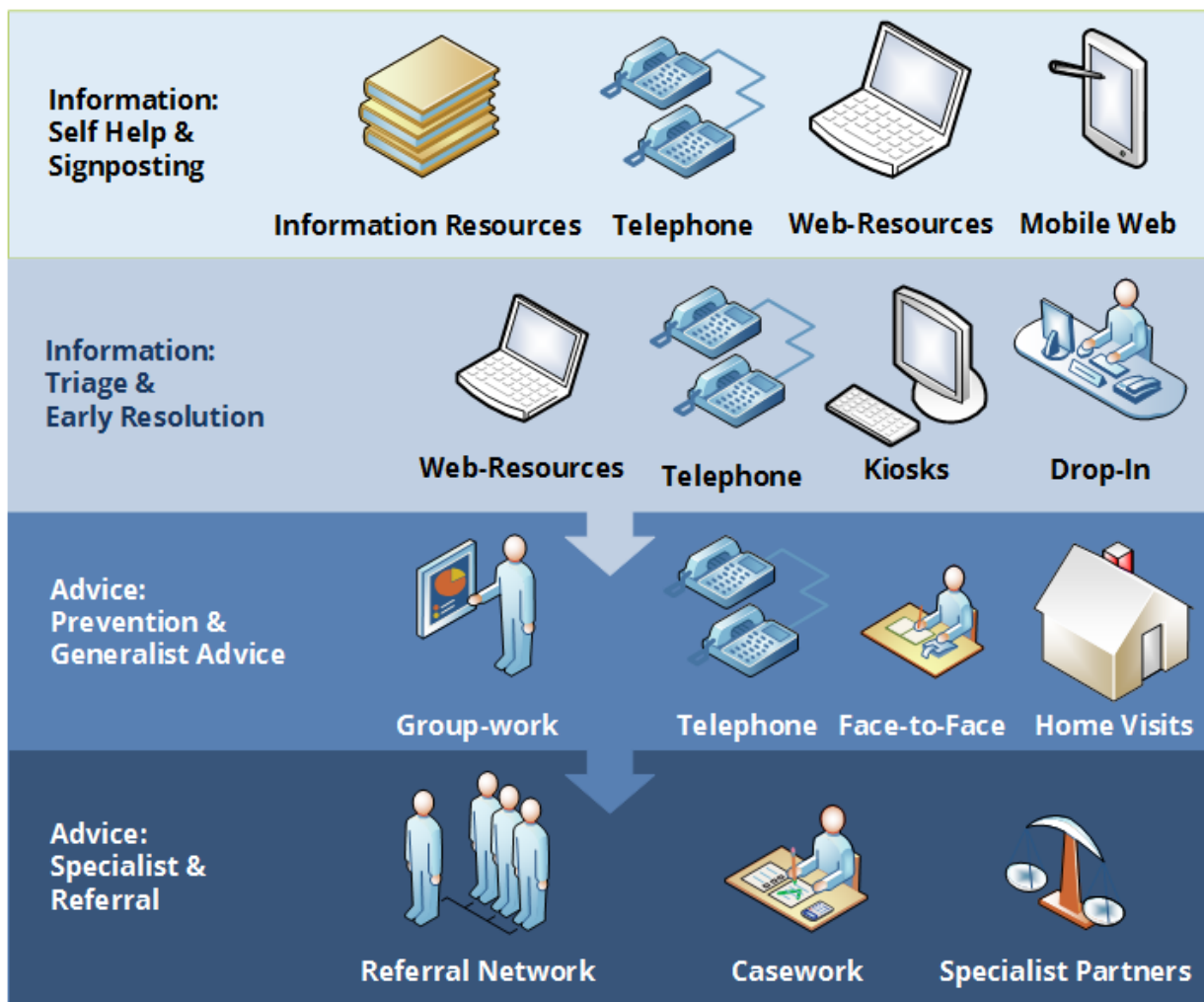
Preferred bidder

- 6.12 The evaluation panel recommends that Haringey Citizens Advice Bureau (HCAB) be appointed as the IAG provider for all 4 lots. In their tender submission, HCAB were able to provide strong evidence of how they would deliver on the three key outcomes for the service by delivering timely IAG and helping build resilience in Haringey communities.
- 6.13 HCAB will be the lead information and advice provider covering all categories within the service specification and sub-contract to two further organisations – Age UK Haringey and HAIL – who will lead on community engagement and needs analysis as well as provide additional capacity to deliver IAG.
- 6.14 HCAB will also enter into partnership agreements to deliver aspects of the specification with a range of local organisations including:
- Healthwatch Haringey
  - HAGA
  - Markfield
  - Pro-bono solicitors

6.15 The service will provide multiple access points and channels including:

- Home visits for adults with low mobility
- Drop in services
- Telephone support between 9.30am- 4.30pm Monday to Friday
- Late appointments on Wednesdays
- A text and email service
- Flexibility of times and access points; including pop-up provision
- Web-chat
- A range of signposting and referral systems for specialist needs
- A network of accessible venues taking into account public transport, opening hours and Equalities Act compliance
- IAG services from local community locations, including children's centres, GP surgeries, libraries and other settings

6.16 At the heart of the HCAB model is prevention and early help. They will seek to meet the majority of IAG needs from Haringey communities through a strong digital offer, with more in-depth face-to-face contact provided for those who need it most. Their model is set out below:



### Transition and Contract Management

- 6.17 Key Performance Indicators and methods of measurement are integrated within the service specification and will be monitored through contract monitoring meetings and reports.
- 6.18 Contract monitoring meetings will be held monthly for the first six months and quarterly thereafter. The purpose of monthly monitoring meetings will be to examine the implementation of the service, monitor delivery of the service at an operational level and to foster partnership working to facilitate early resolution of problems and/or issues.
- 6.19 HCAB will commence a pre-mobilisation period in January 2016 for a period of 3 months, before service commencement on 1 April 2016.

## **7. Contribution to strategic outcomes**

- 7.1 IAG is key to delivering the outcomes in Haringey's Corporate Plan 2015-18 – *Building a Stronger Haringey Together*. It is about providing the support to Haringey communities when they need it, so that they can build their knowledge and understanding of how to support each other, live long and fulfilling lives and rely less on the Council and other public services in the long term. These are critical outcomes in the Council's community strategy.
- 7.2 These contracts will also enable a significant step towards integration of health and social care services, as Haringey Citizen's Advice Bureau Ltd will be providing IAG on a range of subject matters and will deliver IAG in local community settings including children's centres, libraries and in future, health settings such as GP surgeries. It will also seek to pick up those currently accessing the Council's customer services function, and will therefore be able to drive demand away from customer services by being able to signpost them to the correct support they need.

## **8. Statutory Officer comments**

### Chief Finance Officer

- 8.1 Funding for these contracts is available within the Voluntary Sector Commissioning budget. This commissioning budget is required to make

substantial savings as part of the MTFS but the service has taken this requirement into account when allocating funding to these contracts.

- 8.2 Priority 2 in Haringey's corporate plan lays great emphasis on the need for good quality information and advice in order to support people without the need for statutory involvement. This contract award also supports these wider aims.

#### Head of Procurement

- 8.3 The procurement process has been carried out in line with the Procurement Code of Practice. Central procurement has been involved in this process and supports the recommendation.
- 8.4 Contract management will be put in place to ensure contract compliance and ensure quality outcomes.
- 8.5 There is no inflationary provision within the terms of the contract and so the contract price is essentially fixed for the duration of the contract.

#### Assistant Director for Corporate Governance

- 8.6 This report relates to services which are subject to the new Light Touch Regime under the Public Contract Regulations 2015. As such they are required to be advertised in the Official Journal of the European Union (OJEU) although there is greater flexibility in the tender procedure followed than under the standard EU tender regime.
- 8.7 The Council's Contract Standing Orders (CSOs) also apply to the procurement and the services have been tendered in accordance with CSO requirements. The open procedure provided under CSO 9.01(a) was followed.
- 8.8 The services tendered are valued over £500,000. As result, the decision to award the contract for the services is a Key Decision that must be included in the Forward Plan, which has been done, and must be taken at Cabinet level in accordance with CSO 9.06.1(d).
- 8.9 The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Cabinet from approving the recommendation in paragraph 3 of this report.

#### Equality

- 8.10 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- a) tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- b) advance equality of opportunity between people who share those protected characteristics and people who do not;
- c) foster good relations between people who share those characteristics and people who do not.

8.11 An Equality Impact Assessment (EQIA) was undertaken to inform the service requirements.

8.12 As part of the tendering process, all bidders were asked to outline how they would ensure equality of access to the service for all customers, particularly in light of the high diversity in the Haringey community. Compliance with the Equality Act 2010 was also part of the procurement criteria.

8.13 The EQIA finds that the delivery of the new IAG contract should lead to the following equality benefits:

- Improved localised services and information – the proposed model requires each of the four IAG services to establish themselves in the collaborative area (North East, South East, Central and West Haringey) and provide information that is primarily based on the availability of localised information/availability of services. The funding model for each collaborative area has also been apportioned by the level of need and anticipated demand.

This should lead to future IAG services to be better tailored to the needs and profile of those groups of residents living in each collaborative area.

- Improved accessibility - As each access point is located within the respective Collaborative area, residents will no longer need to travel long distances across the Borough in order access the IAG service. All venues will also be accessible by public transport.

There will also be multiple access points for IAG services, ranging from home visits, drop-in services, after-work appointments, email/text services, and pop-up provision.

This should improve accessibility for different groups of residents.

8.14 One potential risk identified in the EQIA is the withdrawal of the existing specialist legal advice and advocacy service being delivered from the Law

Centre, and the impact on those groups who rely on this location. As a mitigating action the council has mapped local providers of legal advice services that the new IAG service providers can signpost residents to as required.

- 8.15 The EQIA also identified the risk that a change in service provider will disrupt existing service users' familiarity with previous advisors, leading to disengagement with the new IAG arrangements. As a mitigating measure the EQIA comits to monitoring the usage of future IAG services, particularly from black and mixed ethnicity groups who are using the existing service most. A communication strategy will be deployed to ensure residents understand the new IAG arrangements.

## **9. Use of Appendices**

- 9.1 N/A

## **10. Local Government (Access to Information) Act 1985**

- 10.1 This report contains exempt and non exempt information. Exempt information is contained in the exempt report and is not for publication. The exempt information is under the following category: (identified in the amended schedule 12 A of the Local Government Act 1972 (3)) information in relation to financial or the business affairs of any particular person (including the authority holding that information).

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**Report for:** Cabinet December 15th 2015

**Item number:** 20

**Title:** **London Sexual Health Transformation Programme -  
Commissioning and Procurement Strategy**

**Authorised by:** Jeanelle De Gruchy, Director of Public Health

**Lead Officers:** Susan Otiti, ext 2629, [susan.otiti@haringey.gov.uk](mailto:susan.otiti@haringey.gov.uk)  
Sarah Hart, ext 1450, [sarah.hart@haringey.gov.uk](mailto:sarah.hart@haringey.gov.uk)

**Ward(s) affected:** All

**Report for Key/**

**Non Key Decision:** Key decision

**1. Describe the issue under consideration**

- 1.1. There is a unified call across London councils for action to stem the rise in sexually transmitted infections (STI). London has higher rates of STI than the rest of England and in 2014 levels rose again; this included a 40% increase in syphilis and 23% in gonorrhoea diagnoses. In Haringey and the rest of London there is an increasing demand for sexual health services paid for from the public health grant. It is projected that without action use of sexual health clinics will escalate, severely challenging public health budgets. This situation underpins the need for a major transformation of services and collaborative responses between London councils.
- 1.2. This paper makes recommendations that will set in motion the re commissioning of a modernised network of sexual health services able to meet London's challenging sexual health issues. Because Londoners tend to access services across the capital any impact can only be made if London councils work together. This is being achieved through the London Sexual Health Transformation Programme (LSHTP), 28 Local Authorities (LA) sharing a commissioning strategy and mobilising together to deliver new contracts across London by April 2017.

**2. Cabinet Member introduction**

- 2.1. The poor sexual health of Haringey residents is of concern and clearly linked to delivery of priority 2 of the corporate plan. A new service vision is required and I therefore welcome this opportunity to totally reshape service delivery and build an ongoing commissioning structure able to meet the evolving sexual health requirements of our residents. The old NHS clinic model has served residents well, but with rapidly developing health technologies there are alternative services available to often long waiting times in NHS clinics. Home/self-sampling will suit many of our residents and I have already witnessed the innovative way we are using the skills and great locational

settings of our Health Living Pharmacies to offer STI testing and some treatments<sup>1</sup>.

- 2.2. With 60% of Haringey attendances for sexual health services being outside of the borough, it is clear that it is in the Council's best interest to be part of this London wide unified strategy for the procurement of Genito-Urinary Medicine (GUM) and Contraception and Sexual Health services (CaSH). That 28 LA are working in partnership demonstrates the strength of senior leadership within this programme.
- 2.3. There are firm grounds for agreement to procure as a north central sub region as this echoes residents' existing access points. The redesign process will have a strong Haringey voice and will create innovative services whilst also delivering financial efficiencies.
- 2.4. To be part of this London wide collaboration is essential in order to achieve the transformation of the service model to deliver measurably improved and cost effective public health outcomes, meet the increasing demand and deliver better value for Haringey residents.

### **3. Recommendations**

- 3.1. Approve the Council's participation in a London wide procurement for a web-based system to include a 'front-end' portal, joined up partner notification and home/self-sampling, to be led by one council on behalf of the councils in the LSHTP.
- 3.2. Approve the Council's participation in a sub-regional procurement strategy for re-procurement of a contract for GUM and CaSH services. Participating councils in the sub region include Barnet, Camden, City of London, Haringey, Hackney, Enfield and Islington.
- 3.3. Note that the Leader has agreed to take responsibility for approving the awards of the contract for the web-based system to be procured in accordance with paragraph 3.1 and of the contract for GUM and CaSH services to be procured in accordance with paragraph 3.2.
- 3.4. Note that the leader has agreed to take responsibility for approving the new collaborative commissioning model for the Council to participate in London-wide cross charging once this has been developed in accordance with the proposals in paragraphs 4.11 of this report.
- 3.5. Note the progress made in developing options for the future commissioning and procurement of GUM and CaSH services and the named inclusion of the Council in the Prior Indicative Notice (PIN) and Official Journal of European Union Notice (OJEU) for procurement of these services at the subregional level as part of the strategy referred to in paragraph 3.2.
- 3.6. Approve an extension of the Council's current contract with Whittington Health NHS Trust for provision of an integrated GUM and CaSH service to residents

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<sup>1</sup> <http://www.haringey.gov.uk/social-care-and-health/health/public-health/healthy-living-pharmacy>

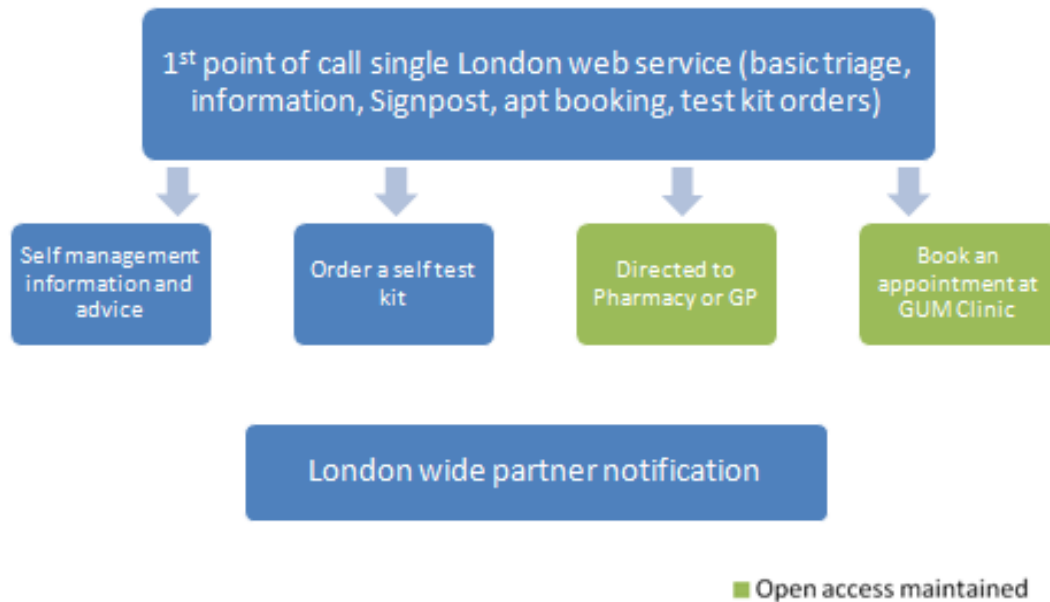
of the borough for a further 18 months from 1st April 2016 until 30th September 2017 subject to an option for the Council to terminate the contract after 31<sup>st</sup> March 2017 on 1 month's notice. The contract value for the period of extension will be pro rated based on a full year rate of £2,582,000.

#### 4. Reasons for decision

- 4.1. Approval is being sought on the recommendations outlined in 3.1-3.5 across all 28 LAs participating in the LSHTP<sup>2</sup>. They have been agreed by both the LSHTP board chaired by Mike Cooke, Chief Executive of Camden Council and the London Association of Directors of Public Health.
- 4.2. Haringey residents have high rates of sexually transmitted infections and although now reducing have had high rates of teenage pregnancy. This suggests that, although costly, sexual health services for Haringey residents need to be more effective. The Council wants to support residents to make healthy choices and to have better sexual and reproductive health.
- 4.3. The LSHTP recommendations are underpinned by a business case, which demonstrates the imperative to transform the commissioning of sexual health services in London, rather than just gradual transformation or making no change. The business case is based on a detailed needs assessment, a survey completed by 24 provider NHS Hospital Trusts, provider interviews, 8 workshops, and a survey of 1,377 service users. In addition work was completed in three sub groups of the LSHTP board exploring clinical requirements, financial benefits/models and procurement strategies. Haringey Council officers are participating at every level of the LSHTP from sub groups to the programme board.
- 4.4. Paragraphs 4.5 to 4.11 below identify the reasons for the recommendations relating to procuring a web based front end for London; participating in a north central London sub regional procurement; delegating authority for progressing the commissioning of relevant services and finally continuing to cross charge for activity within the LSHTP 28 boroughs;
- 4.5. **Web based front end** Commissioning a web based innovation will allow Londoners to explore on line, different sexual health service options and if the requirement is for a clinic, make an online appointment, see Figure 1. The results of a customer survey suggest, given better options, 15% of clinic users will opt to switch to a non clinic based service i.e. order a home testing kit or find a local pharmacy. The advantages of procuring this service on a London wide basis includes being able to offer extensive choice of London clinics, cost advantage from scale and will enable a high profile marketing strategy to persuade customers to switch from telephone to on line booking.

#### Figure 1 – web based system as a process

<sup>2</sup> At present the 28 London boroughs include; Barnet, Brent, Camden, City of London, Ealing, Enfield, Hackney, Hammersmith and Fulham, Haringey, Harrow, Islington, Kensington & Chelsea, Lambeth, Lewisham, Merton, Newham, Redbridge, Southwark, Tower Hamlets, Waltham Forest, Wandsworth, Westminster, Kingston, Richmond, Hounslow, Havering, Bexley, Bromley (also potentially Sutton and Croydon making 30)



- 4.6. **North central London sub regional procurement of GUM and CaSH services** The London LAs are proposing a sub regional model of commissioning which networks across the capital. The rationale for this is outlined below and highlights a balance between the ability to procure local services to meet residents' needs with a higher degree of cost and quality control obtained through larger contracts, thus gaining economies of scale.
- 4.7. **Benefits** - The sub region model creates the opportunity to co-commission local services with partner LAs and to be able to influence services in other sub regions where Haringey residents go for services. The aim is to have consistency across London.
- 4.8. There are significant benefits for providers in operating across a larger sub regional network in terms of best use of estates, economies of scale for service overheads and the offer of a work environment that would be attractive to high quality clinical staff.
- 4.9. LAs too would achieve economies of scale on back office and transactional costs.
- 4.10. **Delegating authority** In terms of delegated authority it is recognised that it would not be timely for all 28 LAs across the sub regions to return to their Cabinets for award of contracts within the sub regions. The schedule for contracts starting in April 2017, when the existing agreements expire, is already ambitious and must be kept to if providers are to be given sufficient time to execute the new contracts.
- 4.11. **Cross charging** - Residents will continue to be free to access GUM services across London. The aim is that Haringey will be invoiced by each provider across London for these services at the same price agreed for the host sub region, i.e. there will be a single price negotiated for the whole of London by

each sub region based on a standard service design. With external legal support, Commissioners will identify and develop a new collaborative commissioning model to facilitate cross charging in this way across London that minimises bureaucracy, as further explained in this report and particularly in paragraphs 6.22 to 6.25.

## 5. Alternative options considered

5.1. Officers across the 28 boroughs have reviewed 3 main options for commissioning the sexual health services.

- Option 1: Do nothing. Current system remains unchanged.
- Option 2 (described in section 4): Develop a network system based on 4 sub regions.
- Option 3: LAs to focus on the development of a local service model that includes GUM reducing dependence on central London services.

5.2. **Option 1: The current system remains unchanged** - Under this option councils would continue with the current arrangements and undertake any redesign and procurement activity as locally determined. The main advantage of this model is that it does not create any change in provision for residents and the additional commissioning time entailed by Option 2.

5.3. The key disadvantage of this option is that it will not improve access for residents who are now experiencing long waiting times at GUM clinics and inflexibility around opening times. For commissioners there would be no shift in the challenging position of negotiating price and quality annually with multiple NHS Trusts. These Trusts are well aware that they hold a powerful negotiating position with LAs outside of their host area and often hold a non negotiation position.

5.4. The current situation is financially unsustainable. Growth in activity and costs in GUM provision could mean councils having to make savings to other key public health services to fund statutory open access services.

5.5. **Option 3: LAs to focus on development of a local service model reducing dependence on central London services** - In this model LAs would continue to agree GUM services for their own area. The individual LAs could work together via a 28 borough wide sexual health cross charging network arrangement to ensure there is a forum where common issues can be addressed. Benefits include enhanced local control and potentially greater scope to reshape local service provision away from central London and less complex collaborative arrangements than in Option 2. Where this option falls short is because of the movement of residents across London and the risk of LAs acting 'out of sync' with each other on price or allowing their local GUM providers to introduce additional capacity, thus pulling in more business into

that high price clinic. In addition this option will reduce the scope for individual commissioners to drive the change and efficiencies offered within option 2.

- 5.6. **Risks** – A full risk assessment exists at both LSHTP board and within the sub region. Key issues are highlighted below:
- 5.7. The key risks to achievement of timescales are linked to the complexity of partnership working and scale of change required across London under the recommendation. Some of this is mitigated by having LA Cabinets agree to delegate authority.
- 5.8. The new model will require 'channel shift' for some customers to a greater on-line offer, this may be challenging particularly for those who are not used to on line booking. There will be a proactive communication strategy to support customers with this change.
- 5.9. The LSHTP does aim to reduce capacity in GUM clinics and this is likely to lead to service changes as people are directed to community or enhanced GUM clinics.
- 5.10. The savings forecasted are dependent on some new form of tariff and this must stretch beyond north central London sub region.

## **6. Background information**

### **6.1 Haringey has high levels of sexual health need.**

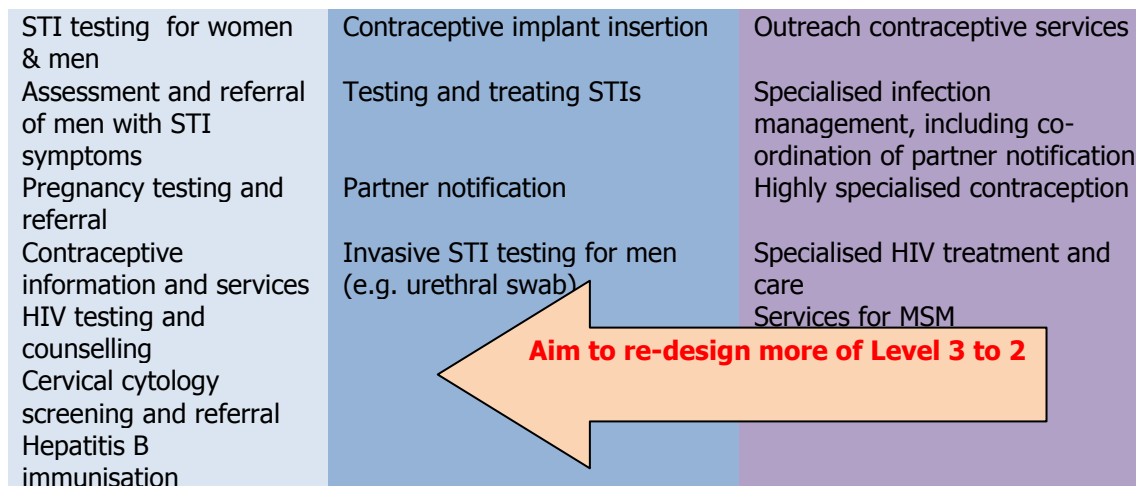
- 6.1.2 The latest data relates to 2013. Haringey is ranked 11 (out of 326 local authorities in England; first in the rank has highest rates) for rates of new STIs. 4152 new STIs were diagnosed in residents of Haringey, a rate of 1603.6 per 100,000 residents (compared to 810.9 per 100,000 in England).
- 6.1.3 35% of STI diagnoses in Haringey were in young people aged 15-24 years (compared to 55% in England). In Haringey the rate of Chlamydia diagnoses per 100,000 young people aged 15-24 years was 2175 (2014).
- 6.1.4 The diagnosed HIV prevalence in Haringey is 6.88 per 1,000 population aged 15-59 years compared to London at 5.69 per 1,000 population, and England at 2.14 per 1,000 populations.
- 6.1.4 In Haringey between 2011 and 2013, 48% of HIV diagnoses were made at a late stage of infection compared to 40.5% in London and 45% in England.
- 6.1.5 Haringey has a number of high risk groups one of which is sex workers, who are often hard to reach with services.
- 6.1.6 In parallel to the high level of STIs, the rates of teenage conceptions also remains high (although the trend is falling), with Haringey ranked 4<sup>th</sup> across

London in 2013, with a rate of 20.9 conceptions per 1000 women under 18 years of age compared to 21.8 per 1000 in London and 24.3 per 1000 in England and Wales. In 2014, over 29% of all abortions, (all ages), were classified as repeat abortions in Haringey – compared to 32.3% in London and 27% in England.

- 6.2 **Haringey residents' current use of GUM** - Because GUM service is statutory open access, residents can choose to visit sexual health clinics in any part of the country and currently they do this for any sexual health condition irrespective of how serious it is. The situation in Haringey is that the Council commissions a local GUM service provided by Whittington Health NHS Trust based at St Ann's Hospital. However 60% of Haringey resident attendances are outside of Haringey, primarily in Camden, Islington and Westminster. This pattern of resident movement is mirrored across many LAs in London.
- 6.3 **Haringey's sexual health 'step change' programme** - Over the last two years the Council's 'step change' programme has reviewed the local offer for sexual health testing and treatment. The programme has used new testing technologies and existing skilled community based professionals to create a different approach to a GUM clinic model. Since April 2015 32 pharmacies and a voluntary sector provider have been providing STI testing and non complex treatments 7 days a week, daytime and evening. Emergency Hormonal Contraception (EHC) is now available to all women via participating pharmacists and nurse prescribers. Home HIV self-sampling/self-testing kits have been available from November 2015. GPs in Haringey already provide HIV testing and contraception services. The LSHTP estimates that 15% to 30% of activity could be redirected out of GUM level 3 services to lower cost level 2 service options in a staged manner; this is illustrated in Figure 2.

**Figure 2. Redirection of level 3 services into level 2**

<b>Level 1 -voluntary sector/pharmacy/GP</b>	<b>Level 2 Primary care</b>	<b>Level 3 GUM</b>
Sexual history and risk assessment	Intrauterine device insertion	Outreach for STI prevention



- 6.4 **The business case for change** – LAs were given responsibility for commissioning the majority of sexual health services in April 2013, as part of changes under the Health and Social Care Act 2012. In 2013 the Haringey public health team worked with 4 other boroughs to negotiate with 5 local NHS Trusts to control contract prices. In 2014 the 5 boroughs joined with other boroughs in west London to form a 12 borough collaborative to further control contract prices across more NHS Trusts. In 2015 this collaborative arrangement has expanded to 22 boroughs. The LSHTP has brought together 28 London boroughs to design and deliver a new collaborative commissioning model for open access sexual health services across much of the capital, including GUM and sexual and reproductive health (SRH). The aim is more than controlling price it is to lead the transformation of the service model to deliver measurably improved and cost effective public health outcomes, meet the increasing demand and deliver better value.
- 6.5 The business case outlines five main reasons why this transformation programme is necessary;
- I. The need for sexual health services in London is significantly higher than the England average, and has risen significantly in recent years.
  - II. There are noticeable variations in access and activity across London boroughs, with high numbers of residents from across London accessing services in central London.
  - III. Given London's complex pattern of open access services, there are important advantages for London boroughs to transform and commission services together.
  - IV. We must continue to ensure strong clinical governance, safeguarding and quality assurance arrangements are in place for commissioning open access services.

- V. We want to respond to current and future financial challenges, and ensure we are making the best use of resources available.
- 6.6 The business case has been developed by the 28 LAs over the last 18 months, led by Mike Cooke, Chief Executive of Camden Council and Dr Andrew Howe, Director of Public Health for Barnet and Harrow, with input from service users, providers and national clinical agencies.
- 6.7 **The LSHTP vision for new services** At this stage the vision has been worked up at a London level and includes the following elements outlined below:
- 6.8 A web based access platform will provide residents with information about sexual health, on line triage, signposting to the most appropriate service for their needs and the ability to order self-sampling tests.
- 6.9 All major clinics will offer patients the opportunity to triage and self-sample on site and all services will be required to ensure that routine STI screen results are available electronically to patients within 72 hours. Patients who are diagnosed with an STI will be offered a fast track appointment, ideally within 24 hours or will be fast tracked if they present to a walk in service. Improved systems for identifying and notifying contacts of patients with an STI will ensure that resources are targeted at the highest need groups.
- 6.10 The Partner Notification System will provide a joined-up, London-wide database intended to ascertain attendance at clinics of those notified of risk of infection and to support the reduction of STI rates of re-infection and repeat attendances. It will reduce the current time and complexity of follow-up of partners across London's many sexual health services.
- 6.11 Commissioners from the 28 boroughs are working together to agree a standard service design. Clinical expertise from a range of relevant professional bodies and from Public Health England are supporting this work and a number of issues have been highlighted and solutions developed, see below for the key issues.
- 6.11.1 Service integration - The transformation programme will support integration of GUM and SRH services wherever it is practical and locally supported. The LSHTP is recommending the use of an integrated tariff, which brings together GUM and SRH services into a single tariff scheme, and would expect to see competition on both price and quality of services.
- 6.11.2 Integration with HIV services - Patients benefit from this, and we need to align planning with NHS England who is responsible for commissioning HIV treatment services. We are aware that re-commissioning GUM and SRH services may have different implications for smaller clinics, where separation of these services from the provision of HIV services is not straightforward, and

we will work to ensure that there are clear and safe pathways between services for patients as part of the transformation programme.

- 6.11.3 Management of asymptomatic patients - Alternatives to GUM clinic attendance for people who do not have any symptoms of sexually transmitted infections are acceptable to a lot of patients, and there is room for considerable innovation in providing other forms of access, such as ordering home sampling/testing kits on-line. It will be important to ensure that providing alternatives does not lead to increased demand among people with no apparent risk of STIs, but it also offers the opportunity to reach people in high risk groups who may not be accessing current GUM services.
- 6.11.4 Changes in behaviour and how to respond - Sexual behaviour is changing and some high risk patients do not access clinic based services. We will be looking to specialist services to create innovative solutions to reach these populations and meet emerging needs.
- 6.11.5 Training, workforce planning and development - We recognise the concern of some that changes in pathways may impact on medical training. Service specifications will be clear about the need to support and facilitate training.
- 6.11.6 Delivery of partner notification - Despite the potential challenges of delivering a London wide partner notification service, given the importance of ensuring that partners are followed up and the number of different services in London, we believe the benefits make this a worthwhile exercise.
- 6.12 **Planning in Sub Regions** - Given the size and complexity of London's sexual health services, and the differing needs of local populations, councils are working together in sub regions to develop and implement local plans, within the overall London transformation model and specification. Haringey is part of the north central London sub region.
- 6.13. **Finance and the procurement process** – Haringey council will lead on the financial elements of the north central sub regional procurement process, offering support around forecasting and overseeing the evaluation.
- 6.14. **Finance** - Greater efficiencies are a key goal for the sexual health programme locally, and across London. Haringey currently has a contract of £2.682million per annum with Whittington Health NHS Trust for both GUM and contraception/SRH and in addition the council spends £2.9million per annum on GUM clinics in other areas.
- 6.15. The proposal includes the following;
- 6.16. **Maintaining the current integrated sexual health (GUM and CaSH) services contract with Whittington Health NHS Trust** - extending it for another year to eighteen months until the new sub regional contract is in place

around April 2017; a further £181,000 saving will be made on this contract in 2016/17.

- 6.17. **Entering into an NCL sub region** - Haringey is currently spending 45% of it's out of area GUM expenditure within the sub region. This is in clinics in Camden and Islington.
- 6.18. **A front end portal** which will have a marginal cost as it will be spread across 28 LA. This will create service savings from being self service i.e. staff time on booking and providing service information.
- 6.19. Having a portal with access to home sampling and referral to community services is expected to divert 15% of GUM users to community services.
- 6.20. The plan locally is to further develop the primary care offer of GUM and CASH services.
- 6.21. **The NCL sub region tender** - will be looking for a service covering Haringey, Camden, Islington and Barnet with close links to Enfield, City of London and Hackney contracted services. The tender process will allow for financial modelling of the new service. This is expected to create efficiencies either from the cost reduction of the service redesign or through a pricing tariff.
- 6.22. **Move to integrated tariff** - The aim is to try to reduce out of area use of GUM and CaSH services, but residents will still access services outside of the NCL sub region. It is therefore imperative that London accepts an integrated tariff within a maximum price for services agreed by all London commissioners. Currently there is a pricing system, a price for a first appointment and then lower price for a follow up appointment. But prices are inconsistent for example within central London one provider charges £164 for a first appointment and another £129. London is piloting an Integrated Tariff, where the price paid is linked to complexity of care. With no change in activity levels, saving estimates from this system would be £300,000 for Haringey.
- 6.23. **Cross charging** – Councils will continue to have cross charging arrangements, but no resources are transferred between councils as LAs are independently invoiced by the providers.
- 6.24. **Legal** Given the value of the commissioning involved in the LSHTP, it is proposed to use independent external legal advice to identify and develop a new collaborative commissioning model that will coordinate cross charging arrangements with providers in all the participating sub regions across London based on a standard service design and integrated tariff.
- 6.25. Local legal teams will remain fully informed of the process.

## 7. Contribution to strategic outcomes

- 7.1. Participation in the LSHTP to modernise and redesign sexual health services contributes to Priorities 1 and 2 in Haringey's Corporate Plan. Within priority one, we will expect the service to have a core offer for young people, promoting their health and wellbeing and safeguarding them from harm. For priority two the expectation is that the new model will emphasise prevention and testing by making healthy choices easier to make.

## 8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)

- 8.1. **Procurement** Officers seek authority to participate in a collaborative procurement with Barnet, Camden, City of London, Hackney, Haringey and Islington for a new integrated sexual health service consisting of both GUM and CaSH services for all boroughs.
- 8.2. Cabinet support from the individual boroughs has been sought between November 2015 and January 2016. This allows for the formal procurement to commence in February 2016 with the contract(s) awarded by the end of the year to allow for an April 2017 start.
- 8.3. In the north central London sub region Islington Council will lead on procurement in consultation with the other LA procurement teams. It is intended that the procurement will be undertaken using the *competitive procurement with negotiation* procedure under the Public Contract Regulations 2015. This approach will allow the councils to work with interested parties to build the specification. This approach is more flexible and allows for more tailored and innovative specifications and solutions to be developed against an overall service model, key outcomes and performance indicators developed by commissioners.
- 8.4. It is proposed that a Quality/Price split of 50:50 is used in the assessment of tenders, with the quality assessment being broken down into: service model; clinical governance and assurance, social value and workforce. The involvement of the four boroughs, each with a different view of quality/price split and the fact that major providers are NHS Hospital Trusts suggests it is the most pragmatic and sensible approach.
- 8.5. The proposed initial contract term of the sexual health service to be procured will be 5 years, commencing 1 April 2017 to 31 March 2022; with an option to extend for up to a maximum of 3 (1+1+1) further years (up to March 2025), subject to performance and funding availability.
- 8.6. The existing contracts for GUM and CaSH services in Haringey were previously tendered in 2014/15 and are awarded for up to three years (1+1+1). The proposal is to extend the contract beyond the initial year by 1 1/2 years so it will be terminated at latest on 30<sup>th</sup> September 2017 or after 1<sup>st</sup> March 2017 on 1 month's notice to coincide with when the new contract starts.
- 8.7. The Leader has agreed to take responsibility for approving the award of the new contract to ensure a timely contract award to maximise lead in time for the new contract.

- 8.8. Pan-London Procurement of online services, access to test kits for self-sampling and London-wide partner notification system (The Pan London Procurement Project) will be led by a single LA on behalf of the 28 LAs in the LSHTP. This is a model currently used successfully to procure London wide HIV prevention work.
- 8.9. The market engagement activities suggest a number of current and potential providers with the scope to deliver services at scale. Online and self-testing/self-sampling services are a rapidly developing market. There are, though, few examples of providers with a track record in providing all three elements, and therefore the service will be commissioned in three lots:
- Triage and Information (“Front of house”) and Appointments (Booking system) (dependent on ability to interface with existing clinic systems).
  - Self-Testing/ Self-Sampling
  - London-wide Partner Notification system

## 9. **Comments of the Chief Finance Officer and financial implications**

- 9.1 Sexual Health services are funded from with the Public Health grant. In common with many London authorities, Haringey spends a relatively large proportion of its grant on these services: £6.366 million (which is just over 30% of the total grant.) This is the 2015/16 budget figure which includes a saving of £603k since 2014/15.
- 9.2. Due to its demand led nature and the statutory obligations around payment for walk in services anywhere in the country this budget is harder to control in the short term. However the service is planning to make a further million pounds of savings in the medium term financial strategy (MTFS) (£0.339 million in 16/17 and £0.742 million in 17/18.) These are challenging savings that would be difficult to meet within the current contracts and services.
- 9.3. However this report sets out a new approach to delivering the service that should provide significant benefits including substantial savings. This approach includes close working with other London authorities and a redesign of services which includes wider access to lower cost community based services and more efficient practices within GUM clinics.
- 9.4. The first benefit to be realised is the adoption of a cross London integrated tariff charging system for sexual health services which is expected to produce savings of around £0.3 million for Haringey. Further savings are then expected as a result of the reprocurement of the sexual health services contracted within the north central London sub region. The current value of these services is in the region of £3.9m. Modelling carried out as part of the preparatory work suggests that savings could be in the region of 10% to 25% (ie £0.4m to £0.97m.)

- 9.5. A full assessment of the savings achieved by the procurement will be made before the contract award and will contribute to the savings targets in the MTFS. Any shortfall between savings achieved by this procurement and the integrated tariff and the overall savings target of £1m will need to be identified from elsewhere within the sexual health budget.
- 9.6. Officers from the Council's finance department will be involved in supporting the procurement exercise.

## **10. Comments of the Assistant Director of Corporate Governance**

- 10.1 The Assistant Director of Corporate Governance has been consulted on this report. The report is seeking approval for a procurement strategy involving moving towards a new model for commissioning sexual health services and is noting progress in moving towards the new model. As part of this the Council's inclusion in the OJEU notices initiating an aspect of the procurement is noted in paragraph 3.5 of the report.
- 10.2 Paragraphs 3.1 and 3.2 are seeking approval for a procurement strategy that involves the Council undertaking joint procurements with other London boroughs, respectively, of a pan London web-based system and at the sub-regional level of GUM and CaSH services. Each procurement will be led by another Council. Contract Standing Order (CSO) 7.01(a) allows the Council to undertake procurement in this way as part of a group of public sector bodies provided the contract standing orders of one of the bodies are followed and that the final decision to award the contract award is made in accordance with the contract award provisions of CSOs.
- 10.3 Paragraph 3.3 notes that the Leader will approve the award of the contracts referred to in paragraph 10.2. CSOs allow for this. Although CSO 9.06.1(b) requires Cabinet approval for the award of contracts valued at £500,000, under CSO 16.02 the Leader may take this decision in between Cabinet meetings.
- 10.4 The recommendation in paragraph 3.4 of the report for the Leader to approve a new pan-London collaborative commissioning and cross-charging model is noted. Legal Services should be consulted before final sign off of the new model to ensure the Council's compliance with any applicable procurement rules.
- 10.5 The report is also seeking, at paragraph 3.6, approval for the extension of the Council's existing contract for provision of services to residents under options to extend provided for in the contract. Under CSO 3.01(c), Cabinet has power to approve contract extensions valued at £500,000 or more, as in this case.
- 10.6 The Head of Legal Services confirms that there are no legal reasons preventing Members from approving the recommendation in paragraph 4 of this report.

## **11. Equalities and Community Cohesion Comments**

- 11.1 The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- advance equality of opportunity between people who share those protected characteristics and people who do not;
- foster good relations between people who share those characteristics and people who do not

11.2 The Council will need to comply with the Equality Act 2010 in the provision of public health services and the NHS Constitution when making decisions affecting the delivery of public health in its area. The needs assessment has highlighted that some groups with protected characteristics suffer a higher burden of rate of STI's and we will have to clearly demonstrate that the proposed procurements will not have an adverse effect on any part of residents. It is intended that the proposed procurement will deliver better value for money whilst achieving better outcomes for services users and the whole community.

11.3 This report has been written at the stage where a business case has been developed by the LSHTP. The case for change uses both data and information from workshops with providers and services to both make the case and identify the change option.

11.4 The business case uses national data which provides information on age, sex, race, sexuality, gender reassignment, regarding level of attendances and the rates of STI; this can be broken down to some of the protective characteristic. Going forward the LSHTP has undertaken to produce an EQIA for the whole of the London programme; Hackney Council is producing the actual report with data intelligence from Islington Council. There are currently focus groups being held with key patient groups including an event for gay men and BME women. All Health Watch organisations in the participating 28 boroughs have been contacted and asked to work with the LSHTP to gain views from more residents.

11.5 The north central sub region will use this EQIA to inform its procurement strategy. Because the procurement process will allow for dialogue with potential providers the EQIA will be a live process, regularly reviewing how any model will affect residents' access. Review will include deeper analysis of data, some of which is held by the current north central London providers.

11.6 At the stage of seeking award of contract the full model will be apparent with a fully completed EQIA that is Haringey specific.

## 12. Use of Appendices

None

## 13. Local Government (Access to Information) Act 1985

None.

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**Report for:** Haringey Cabinet December 15<sup>th</sup> 2015

**Item number:** 21

**Title:** Award of contract for Substance Misuse Peer Support Service

**Report authorised by :** Jeanelle de Gruchy

**Lead Officer:** Sarah Hart, ext 1450, [sarah.hart@haringey.gov.uk](mailto:sarah.hart@haringey.gov.uk)

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Key decision

## **1. Describe the issue under consideration**

- 1.1. This report details the outcome of an open tender process for the award of a contract to provide an adult peer support service to residents with a substance misuse problem. The report recommends the award of a new contract in line with Contract Standing Order (CSO) 9.06.1(d) following a robust tendering process.
- 1.2. The Council commissions a range of substance misuse treatment services; this service uniquely offers advice and support via trained residents in recovery from drug addiction.

## **2. Cabinet Member introduction**

- 2.1. Haringey has a high prevalence of problematic substance misuse, which if untreated can potentially impact on any sphere of life: family, employment, education, social interactions and result in crime and antisocial behaviour. Tackling this issue is a priority for the Council and therefore I welcome a service designed to reach right into the community to support prevention, engagement and recovery.
- 2.2. Having a service run by local residents reinforces the cross cutting priority within the Council's corporate plan to work with residents to deliver services for their own communities. Its accredited mentoring programme creates a pathway into employment for ex drug using residents.
- 2.3. The award of this contract will support our longer-term commitment to better health for all and a reduction of crime in Haringey.

### **3. Recommendations**

- 3.1. To agree the award of contract to Bringing Unity Back Into the Community (BUBIC) in accordance with Contract Standing Order (CSO) 9.06.1(d), for an initial term of 3 years for a value of £498, 489.00 with an option to extend for a period of up to a further 2 years for an additional value making a total of £838,950.00 over the maximum 5 years.

### **4. Reasons for decision**

- 4.1. The recommendations as outlined in 3.1 are based on those providers who scored the highest MEAT scores and therefore would offer the best value to the Council in terms of quality and price. The quality component of this tender was 55% and the price 45%.
- 4.2. As a result of the procurement exercise, which was carried out in accordance with the Procurement Code of Practice, it is now recommended that the successful tenderer be awarded a contract as outlined in 3.1 in accordance with CSO 9.06.1(d).

### **5. Alternative options considered**

- 5.1. The option to not have a substance misuse peer led service in Haringey was considered and not found to be feasible for the following reasons;
- 5.1.1. The need for substance misuse services is high, the Haringey Joint Strategic Needs Assessment (JSNA) highlights that drug use in Haringey is more prevalent and problematic than the national average.
- 5.1.2. Getting prevention messages and help to the right people in Haringey is challenging, crack and heroin use is illegal and often linked to criminal activity. Drug use is stigmatised and drug users often do not know about services, this is particularly true of crack cocaine users. A peer led service has been able to reach into the community in a way that traditional services don't.
- 5.1.3. This service was set up to specifically target Haringey's black and ethnic minority (BME) crack using residents living in more deprived areas of Haringey; this has been successful with 69% of those currently using being BME crack users.
- 5.1.4. Service review from service users and local providers suggests that not having a peer led service would impact on the current success of Haringey's treatment system, currently it performs in the top quartile nationally.
- 5.1.5. Consultation with Community Safety partners demonstrated that there was no other service in Haringey able to access drug dealing hotspots to try to disrupt dealing through a community engagement approach.

### **6. Background information**

- 6.1. Haringey has a significant drug problem, in 2012 the estimated prevalence of crack cocaine and opiate users was 1,847 or 10.0 per 1,000 (Haringey Health

Profile, 2015) the national rate for England was 8.4 per 1,000. Those most vulnerable to problematic drug use, especially crack cocaine and heroin use, are more likely to live in deprived areas, suffer from mental ill health, live in poor housing and be involved in other criminal activity (National Treatment Agency, Oct 2011). Haringey's profile of those in drug treatment reflects this, with the majority entering treatment coming from the most deprived wards. The severity of crack and cocaine use of those entering treatment in Haringey is above the national average (National Drug Treatment Measuring System 2015).

- 6.2. Haringey Council is effective at commissioning treatment services which deliver successful completions; outcomes are bench marked nationally and the Council performs above the national averages and delivers the outcomes in a timely manner.
- 6.3. Peer support is a term used to describe local people with experience of substance misuse reaching out to and helping their own community. It is recognised by the National Institute for Health and Care Excellence (NICE) as an effective element of drug treatment. The current peer led service has been running for 10 years. It was started by a group of black African male residents who had successfully completed treatment for crack cocaine, but recognised a need for an adjunct service run by those who had themselves been through treatment. They also had a strong desire to give something back to Haringey for the help they had received.
- 6.4. The peer support service is commissioned by the Public Health team as part of its responsibilities for health improvement. Commissioning responsibility was transferred from the NHS to Public Health in 2013. As an NHS service it had never been tendered before, a decision was made by Cabinet in 2013 that it should be taken to market and not be subject to a waiver of tendering beyond April 2016.
- 6.5. A service review was completed as part of the procurement process. It explored the merits of the current service and how these could be improved. Focus groups and interviews were held with both existing service users and those not using peer support, with the clinical drug treatment service and key partners within the Council's Community Safety team. The review highlighted the unique nature of the support provided and community assets within the service and these have been captured within the method statement evaluation and the new service specification.
- 6.6. The key elements within the new contract combine what was already working with some key new objectives from the review
  - Increased public and professional awareness around substance misuse particularly non opiates (Crack, Cannabis, Cocaine and New Psychoactive Drugs ) - this will be offered to a minimum of 2000 residents

- Increase in penetration of problematic drug users not currently accessing clinical treatment- 40 people will be helped by the service into the clinical service for whom 40% will be new to treatment
  - 1000 attendances of support groups per annum, 70% of attendees will be from black and minority ethnic communities and 24% women
  - 50% reengagement of those who drop out of treatment at the main drug service through follow up home /community visits
  - Daily outreach either targeted with Community Safety partners or general community engagement and a minimum of a monthly night outreach session
  - Support to reduce reoffending for criminal justice clients in the drug service to support the system reaching a target of 40%
  - Friends and families support in their own right through the provision of a support group attended by a minimum of 30 friends or family members
  - Local residents training as accredited peer mentors
  - A service with sexual health outreach services to sex workers
  - To work with lesbian, gay, bisexual and transgender services to offer support to BME LGBT residents.
- 6.7. **The Procurement Process** - A 'Meet the Buyer' event was held on 1<sup>st</sup> July 2015. This event was intended to communicate and share information with potential providers to help them understand the commissioning intentions and offer opportunities to network and forge partnerships.
- 6.8. The 'Meet the Buyer' event indicated that this is a specialist service and the nature of the market for this type of service is limited. Therefore, the 'Open' tendering process was selected as the most efficient route to market.
- 6.9. The procurement process started with the placing a contract notice in Official Journal of the European Union (OJEU), on Haringey's website, Delta CompeteFor portal. In addition the advert was circulated by Haringey Association of Voluntary and Community Organisations (HAVCO) by email to its membership, approximately 750 contacts representing 500 voluntary and community groups in the Borough.
- 6.10. The Invitation to Tender (ITT) and supporting documents were uploaded on Delta (e-tendering portal) where following a registration process, the potential tenderers can access the tender documents and submit their tenders electronically.
- 6.11. The closing date for submitting tenders was 24<sup>th</sup> August 2015 and by the deadline one (1) bid was received.

- 6.12. The tender was evaluated using the Most Economical Advantageous Tender (MEAT) with a split of 55% quality and 45 % price. The tender evaluation criteria and weighting were set out in the tender documents and clarified during the tendering process.
- 6.13. Five service users from the Recovery Service were on the evaluation panel having received 2 days training in evaluation as part of the Haringey Recovery Academy.
- 6.14. The table below details total scores for the Tenderer.

<b>Tenderer</b>	<b>Quality Scores (out of 550 points)</b>	<b>Price Scores (out of 450 points)</b>	<b>Total scores (out of 1000 points)</b>	<b>Contract price for 3 years</b>	<b>Contract price for 5 years</b>
BUBIC	450	450	900	£498,489.00	£838,950.00

- 6.15. The Council contacted the organisations that had initially requested information about the procurement, but had not submitted tenders. Two (2) replies were received. One feedback outlined that the launch date for the contract coincided with the launch date for several other London tenders. The second identified that the provider did not have the resources to carry out a tender.
- 6.16. The three year contract value is £498, 489.00 with an option to extend for a further period of up to two years for a value of up to £838,950.00.

## **7. Contribution to strategic outcomes**

- 7.1 The tendering of these services is part of Public Health's wider commissioning plan and part of the Corporate Plan Priority 2 and Priority 3. Failure to provide these interventions would impact on the Corporate Plan delivery and efficiency savings in the longer term.

## **8. Comments of the Chief Finance Officer and financial implications**

- 8.1. This report details the outcome of an open tender process for the award of contracts to peer support. The report recommends the award of new contracts for an initial term of three years with an option to extend for a period or periods of up to a further two years.
- 8.2. The total value of the four contracts proposed over the initial three year period is £498,489.00. Funding from the Public Health grant has been identified to commission this service which is within the 3 year budget plan.

## **9. Head of Procurement Comments**

- 9.1. The recommendation is compliant with the Procurement Code of Practice

9.2. Although only 1 bid was received it was part of a competitive process within which no bidder is aware of the number of competitors they are bidding against.

9.3. The contract documentation will include the performance specification to be used for monitoring and evaluating the performance of the service providers and to demonstrate that the Council's priorities are being achieved in accordance with the Corporate Plan.

## **10. Comments of the Assistant Director of Corporate Governance and legal implications**

10.1. The report relates to services which are subject to the new Light Touch Regime under the Public Contract Regulations 2015. As such they are required to be advertised in the Official Journal of the European Union (OJEU) although there is greater flexibility in the tender procedure followed than under the standard EU tender regime.

10.2. The Council followed an open tender process in accordance with CSO 9.01 (a).

10.3. The Council now wishes to award the contract to the provider identified in paragraph 3.1 of this report.

10.4. Cabinet has power to approve the award under CSO 9.06.1 (d) (contracts of £500,000 or more).

10.5. The award is a Key Decision and has therefore been included in the Forward Plan in accordance with CSO 3.01 (d).

10.6. The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Members from approving the recommendations in paragraph 3.1 of the report.

## **11. Equalities and Community Cohesion Comments**

11.1. The Council has a public sector equality duty under the Equalities Act (2010) to have due regard to:

- tackle discrimination and victimisation of persons that share the characteristics protected under S4 of the Act. These include the characteristics of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex (formerly gender) and sexual orientation;
- advance equality of opportunity between people who share those protected characteristics and people who do not;
- foster good relations between people who share those characteristics and people who do not.

11.2. The peer support contract has been developed to address health inequalities as identified through the Joint Strategic Needs Assessment. Previously the peer support model was used to address the gap in service for black African men and had shown itself to also meet the needs of many groups not accessing a service. Within the new contract the service will pick up feedback

from the focus groups and aim to maximise access to women, explore outreach to BME lesbian gay bisexual and transgender residents who are not accessing treatment services and provide out of hours help line and services over the public holidays. The EQiA also identifies older drug users having specific needs and that this service will be expected to further identify and address. These services should therefore have a positive impact for those with the protected characteristics.

- 11.3. The contract for award is for an existing service. Tenderers have had to meet equalities requirements and the equalities policies of tenderers have been evaluated as part of the tendering process.

## **12. Local Government (Access to Information) Act 1985**

- 12.1. This report contains exempt and non exempt information. Exempt information is contained in the exempt report and is not for publication. The exempt information is under the following categories: (identified in the amended schedule 12 A of the Local Government Act 1972 (3) ):

(3) Information in relation to financial or the business affairs of any particular person (including the authority holding that information).

## **13. Use of Appendices**

- 13.1. Appendix I: EQIA

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**Haringey Council**

## Equality Impact Assessment

Name of Project	Substance misuse peer support service re procurement	Cabinet meeting date <i>If applicable</i>	15 <sup>th</sup> December 2015
Service area responsible	Public Health		
Name of completing officer	Sarah Hart	Date EqIA created	February 2015
Approved by Director / Assistant Director	Jeanelle De Gruchy	Date of approval	26 <sup>th</sup> November 2015

The Equality Act 2010 places a '**General Duty**' on all public bodies to have '**due regard**' to:

- Eliminating discrimination, harassment and victimisation and any other conduct prohibited under the Act
- Advancing equality of opportunity between those with 'protected characteristics' and those without them
- Fostering good relations between those with 'protected characteristics' and those without them.

In addition the Council complies with the Marriage (same sex couples) Act 2013.

Haringey Council also has a '**Specific Duty**' to publish information about people affected by our policies and practices.

**All assessments must be published on the Haringey equalities web pages. All Cabinet papers MUST include a link to the web page where this assessment will be published.**

This Equality Impact Assessment provides evidence for meeting the Council's commitment to equality and the responsibilities outlined above, for more information about the Council's commitment to equality; please visit the Council's website.

Stage 1 – Names of those involved in preparing the EqIA	
1. Project Lead – Sarah Hart	5.
2. Equalities / HR	6.
3. Legal Advisor (where necessary)	7.
4. Trade union	8.

**Stage 2 - Description of proposal including the relevance of the proposal to the general equality duties and protected groups. Also carry out your preliminary screening** (Use the questions in the Step by Step Guide (The screening process) and document your reasoning for deciding whether or not a full EqIA is required. If a full EqIA is required move on to Stage 3.

**EQIA duty** – An equalities analysis has been carried out as part of the commissioning process for the substance misuse peer support service. The substance misuse Joint Strategic Needs Assessment (JSNA) contains data published annually from Public Health England (PHE) which enables the council to continuously explore better meeting the needs of our residents. This data along with focus groups, stakeholder interviews and monitoring information has helped review the service from an equalities perspective

**Background** - The current service Bringing Unity Back into the Community (BUBIC) was an NHS contract transferred to the Council in 2013. It has been running for over 10 years. BUBIC was started by a group of black African male residents who had successfully overcome their addiction, and identified the need for an additional service to be run by those who had themselves been through treatment. There is evidence that substance misuse clinical services benefit from having a peer support service working alongside them delivering community support<sup>1</sup>.

BUBIC has achieved its ambition to help black African male crack cocaine users. Although not set up to work with women it has also successfully engaged with black female drug users. It has also attracted in other BME (black and ethnic minority) residents. This wide diversity of service users has been achieved through the peer support model, where a resident from a community entering the service is used to reach and support others. Examples of success with this model include having peers currently who are Turkish, Somali and Polish. In 2014/15 69% of the services users reported being from a BME group.

<sup>1</sup> Bernstein J, Bernstein E, Tassiopoulos K, et al.: Brief motivational intervention at a clinic visit reduces cocaine and heroin use. *Drug and Alcohol Dependence* 77:49–59, 2005

<sup>1</sup> Tracy K, Burton M, Nich C, et al.: Utilizing peer mentorship to engage high recidivism substance-abusing patients in treatment. *American Journal of Drug and Alcohol Abuse* 37:525–531, 2011

### Stage 3 – Scoping Exercise - Employee data used in this Equality Impact Assessment

Identify the main sources of the evidence, both quantitative and qualitative, that supports your analysis. This could include for example, data on the Council's workforce, equalities profile of service users, recent surveys, research, results of recent relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national.

Data Source (include link where published)	What does this data include?
Haringey Joint Strategic Needs Assessment (JSNA) <a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/health-improvement/drug-misuse-adults">http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/health-improvement/drug-misuse-adults</a>	Estimated level of drug use in Haringey, data on those accessing treatment in terms of age, gender, ethnicity.
Haringey Lesbian, Gay, Bisexual and Transgender needs assessment <a href="http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/health-improvement/drug-misuse-adults">http://www.haringey.gov.uk/social-care-and-health/health/joint-strategic-needs-assessment/health-improvement/drug-misuse-adults</a>	Report highlighting national data showing substance misuse in LGBT communities as being high and suggested recommendations for Haringey
PHE/Drug Scope <a href="http://www.drugscope.org.uk">www.drugscope.org.uk</a> – Its about time	National report highlighting how the drug using population are aging and their needs are generally hidden
Literature review completed by the Public Health team around the evidence base for peer support	Key evidence from 2 randomised trials <sup>2,3</sup> , which address the effectiveness of peer-support as an adjunct to substance misuse recovery services.

### Stage 4 – Scoping Exercise - Service data used in this Equality Impact Assessment

<sup>2</sup> Bernstein J, Bernstein E, Tassiopoulos K, et al.: Brief motivational intervention at a clinic visit reduces cocaine and heroin use. *Drug and Alcohol Dependence* 77:49–59, 2005

<sup>3</sup> Tracy K, Burton M, Nich C, et al.: Utilizing peer mentorship to engage high recidivism substance-abusing patients in treatment. *American Journal of Drug and Alcohol Abuse* 37:525–531, 2011

Data Source (include link where published)	What does this data include?
JSNA and monitoring information	<p><b>Data regarding effectiveness of peer support</b></p> <ul style="list-style-type: none"> <li>Randomised control trials on peer support show generally positive outcomes with increased satisfaction, improved relationships between service users and providers, reduced relapse rates and increased engagement and completion of treatment.<sup>2</sup> there is also some evidence from the prison setting that peer-support services can have a positive impact on the health of the service users.<sup>4</sup></li> <li>It is thought that the value of peer-support in substance misuse comes from the experience of the peers who are in recovery themselves, and share their experience of forming a new and demanding lifestyle.<sup>5</sup> Peer support within communities can inform and engage people in their health status, improving their health literacy. As a result, both individual and community are empowered to reduce health inequalities.<sup>6</sup></li> </ul> <p>It is generally accepted that peer-based and professional-based services should be seen as complementary to each other with peer-support acting as an adjunct to mainstream services.<sup>6</sup></p> <p><b>Prevalence</b></p> <ul style="list-style-type: none"> <li>■ In 2012 the estimated prevalence of crack cocaine and opiate users in Haringey was 1,847 or 10.0 per 1,000 (Haringey Health Profile, 2015). The national rate for England was 8.4 per 1,000. Given that Haringey's population has risen by less than 3,000 since 2012 we can make the assumption that this estimation remains accurate.</li> <li>■ Women consistently make up a quarter of the drug treatment population and this reflects the national ratio of males to female reported problematic drug use. (Home Office 2014)</li> </ul>

<sup>4</sup> South J et al. A systematic review of the effectiveness and cost-effectiveness of peer-based interventions to maintain and improve offender health in prison settings. *HEALTH SERVICES AND DELIVERY RESEARCH* 2014 VOL. 2 NO. 35

<sup>5</sup> White W.L. Peer-based addiction recovery support: history, theory, practice, and scientific evaluation. Chicago, IL: Great Lakes Addiction Technology Transfer Center and Philadelphia Department of Behavioral Health and Mental Retardation Services, 2009

<sup>6</sup> Harris J et al. Can community-based peer support promote health literacy and reduce inequalities? A realist review. *Public Health Research* Feb 2015;3(3)

- Around one in 100 people in Haringey use crack and/or opiates. Those most vulnerable to problematic drug use, especially crack cocaine and heroin use, are more likely to live in deprived areas, suffer from mental ill health, live in poor housing and be involved in other criminal activity (National Treatment Agency, Oct 2011) and the same is also true of Haringey. Current data (TOP 2015<sup>7</sup>) shows that locally those entering treatment for cocaine and crack use were using at a frequency above the national average, however completion rates for treatment in Haringey are above national averages (PHOF 2015)
- Substance misuse is not confined to certain racial groups nor is it totally absent, thus it would be expected that services reflect the local demographic
- In 2014/15 the current peer support service had contact with around 2000 residents and had just over 1000 attendances at its peer support services. 69% of those using the service were from BME groups. (see table below)

White (British,Irish,European)	31%
Black (African, Caribbean)	44%
Mixed (White/Black/Other)	17%
Asia (Indian,Pakistian,Bagladish,Chi nese)	5%
Other (Turkish,Kurdish,Cypriot)	3%

Table of breakdown of BUBIC clients in 2014/15

- Lesbian Gay Bisexual and Transgender (LGBT) (see Haringey JSNA for full review)
  - Nationally, recent drug use is estimated as three times higher amongst those reporting themselves as gay or bisexual (32.8%) than heterosexual adults (10.0%).
  - The risk of alcohol dependence is twice the rate in LGB people compared to control groups and four times the rate in lesbian and bisexual women.
  - Prevalence of new psychoactive substances (NPS) is high where as crack and heroin use is uncommon.
  - Pattern of use is changing – among gay men drugs such as amyl nitrite (poppers), cannabis, amphetamine and LSD are becoming less common, and the use of drugs such as cocaine, ecstasy, ketamine and GHB is increasing.
  - LGB &T is not a homogenous group, needs differ as does the evidence – majority of which currently reflects patterns of substance misuse among gay men or men who have sex with men.
  - Stigma, discrimination and harassment contribute to the high prevalence of substance misuse, along with social settings which involve drug taking and alcohol use.
  - Many still report experiencing prejudice and discrimination from health services as well as inept responses following

<sup>7</sup> TOP is Treatment Outcome Profile

	<p>disclosure</p> <ul style="list-style-type: none"> <li>• In health services in general there is a lack of engagement with the LGBT community to understand their specific needs.</li> <li>• Lack of monitoring is in evidence across health services – e.g. 31% of mainstream mental health services monitor LGBT status in comparison to ethnicity (93%)</li> <li>• Lack of evidence and monitoring means that LGB &amp; T groups and their needs are invisible.</li> <li>• Between 6%-13% of clients in alcohol or drug treatment in Haringey are likely to be bisexual, lesbian or gay</li> </ul>
Qualitative data from focus groups and stakeholder interviews	<p>As part of the consultation two focus groups were run, one for current service users and one for those not currently/previously using the service; in total there were 25 participants, participants included women (40%) and BME (75%) residents .</p> <p>The consultation was designed by the service user involvement lead for Haringey and the public health commissioner; it was undertaken by independent members of the public health team. The consultation looked at the following</p> <ul style="list-style-type: none"> <li>- What was beneficial about the current service</li> <li>- Whether there were any reasons/barriers to using the service</li> <li>- What improvements could be made</li> <li>- How service users like to be consulted in future</li> </ul> <p>The key findings were:</p> <p>Views were commonly shared across the focus groups and are summarised below</p> <ol style="list-style-type: none"> <li><b>1. Benefits of a peer led service</b> <ul style="list-style-type: none"> <li>• Everyone has different stories/a different journey and it's important for these to be shared/heard</li> <li>• Peers have insight and understanding of what people are going through</li> <li>• Peers help to build 'emotional literacy' (understanding what we do and why) and social skills</li> </ul> </li> <li><b>2. Essential elements of the existing service that must remain</b> <ul style="list-style-type: none"> <li>• Run by peers who have come through their addiction</li> <li>• Support from local peers, people you know from your own community who have recovered</li> <li>• Night outreach into the heart of the community and to reach people sleeping rough</li> <li>• Women and men only groups,</li> <li>• Active follow up if you drop out, a service not afraid to come to your home</li> <li>• Volunteering and accredited training to help get you into employment</li> <li>• Socialising space</li> <li>• Holistic view of people, seeing housing, exercise, diet; as elements of recovery not just stopping the use of drugs.</li> </ul> </li> </ol>

<p>Qualitative data from It's About Time <sup>8</sup></p>	<p><b>3. Improvements</b></p> <ul style="list-style-type: none"> <li>• Targeted advice and information outreach to various more marginalised groups i.e. BME gay men</li> <li>• 24 hour help telephone number</li> </ul> <p><b>4. Ways to consult in future</b></p> <ul style="list-style-type: none"> <li>• Attendance at service user forums and support groups by Council Officers</li> <li>• <u>NOT</u> feedback surveys and boxes in receptions/waiting rooms</li> </ul> <p>This paper highlights that older people have specific needs linked to their physical health, many have disabilities and that these are not taken into consideration by drug services. It also described how older people's recovery goals are seldom explored and they are often not expected to have recovery aspirations.</p>
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<sup>8</sup> PHE/Drug Scope [www.drugscope.org.uk](http://www.drugscope.org.uk) – It's about time

**Stage 5a – Considering the above information, what impact will this proposal have on the following groups in terms of impact on residents and service delivery:**

**Positive and negative impacts identified will need to form part of your action plan.**

	Positive	Negative	Details	None – why?
<b>Sex</b>	YES		24% of those using the service are women, this is reflective of both estimated prevalence and current usage of Haringey substance misuse services (per the Haringey JSNA women consistently make up a quarter of the drug treatment population). The women in the focus groups expressed the importance of there being a balance of women in the service; the challenge in maintaining this ratio is that women's drug use is more stigmatised than men's and they often have fears related to being recognised as drug using mothers/grandmothers. Many of the women accessing the service will have experienced violence and the service will be expected to be part of the Haringey programme to end violence against women and girls.	
<b>Gender Reassignment</b>			Data not currently collected and this will be included in the new data collection requirements	
<b>Age</b>	YES		This service is only for those over 18 years as Haringey has a young people specific drug service. The largest age group in services is 35-45 years but the average age has been rising. There is a need for the new service to provide a wide spectrum of recovery support activities to meet the needs of each age group, avoiding assumptions that older people cannot change and thus are not interested in recovery. We would expect the new service to continue to deliver examples of older adults undertaking recovery activities i.e. time credits, volunteering, accredited training and accessing work placements.	
<b>Disability</b>	YES		There is no evidence that those with a disability are any more likely to have a drug problem, neither are they less likely to, therefore services should be adaptive and responsive to those with any form of disability. There is evidence that those in treatment are ageing and developing physical disabilities <sup>9</sup> . The service will be encouraged to consider recruiting peer supporters who have a disability and will be encouraged to invite guest speakers from the council i.e.	

<sup>9</sup> PHE/Drug Scope [www.drugscope.org.uk](http://www.drugscope.org.uk) – It's about time

			social workers to provide up skilling. In terms of access, home visiting was identified as a key element that this service provides and substance misuse services in Haringey do not. Mental ill health is also strongly associated with substance misuse and staff and peers currently attend public health 'mental health first aid' training.	
<b>Race &amp; Ethnicity</b>	YES		<p>69% of those using the existing service are from BME groups, those interviewed were clear that having a service in Haringey that was led by BME peers was important. Offering a mentoring qualification has proved a good way to attract in a diverse range of peers.</p> <p>English not being the first language of clients is often an issue and so it is of great benefit having peer supporters drawn from Haringey's' diverse community i.e. currently there are Polish, Turkish and Somali peers who can work with people in their first language, better support families and understand barriers to recovery.</p>	
<b>Sexual Orientation</b>	YES		The service does not currently collect data on sexual orientation; however national estimates suggest that between 6-13% of those in treatment are LGBT. Many still report experiencing prejudice and discrimination from health services as well as inept responses following disclosure. The consultation highlighted engagement with LGBT residents particularly through outreach as a gap. The new service will collect data on sexual orientation and will work through its outreach with organisations such as, Wise Thoughts and London Friends to support LGBT residents. Previous needs assessment highlights the importance of specific LGBT substance misuse training.	
<b>Religion or Belief (or No Belief)</b>	YES		The service has a church based in the same building and there are joint outreach activities. In 2015/16 the service ran a peer mentoring programme for faith leaders, this was attended by a broad section of faith leaders. It would be expected that this work continues.	
<b>Pregnancy &amp; Maternity</b>	YES		Pregnant women are cared for at The Grove the main drug service, which is co located with the peer support service, so they would be encouraged to engage. Mothers can get support from the specialist substance misuse parenting service Insight Platform.	

<b>Marriage and Civil Partnership (note this only applies in relation to eliminating unlawful discrimination (limb 1))</b>	YES		The service whilst developing, found that there was a need to create a support mechanism for the friends and families of those with a substance misuse problem, in their own right, irrespective if their partner was in treatment. Included within the specification is to offer a peer led friends and families support group.	

Stage 6 - Initial Impact analysis	Actions to mitigate, advance equality or fill gaps in information
<p><b>Sex</b> - The initial assessment of the data has highlighted that women are accessing the service</p> <p><b>Age</b> – the treatment population is aging and they may have specific needs, low recovery expectations by services can be a barrier</p> <p><b>Disability</b> – people with disabilities are as likely as other residents to need services</p> <p><b>Race and ethnicity</b> – the existing service is 70% BME</p> <p><b>Sexual orientation</b> - LGBT residents may be at higher risk than the general</p>	<p><b>Sex</b>-There are targets within the specification regarding the ratio of women attending the service, which are achievable and will be monitored quarterly. To support reaching the target the service will be expected to train and use female peer supporters, do targeted outreach and community engagement i.e. work with Holloway Prison and the local female sex worker project and provide women only groups. In the consultation men asked for a men only group which has been specified within the contract.</p> <p><b>Age</b> – Data on age of service users will be reviewed at quarterly monitoring meetings to ensure that it is extending to older people; this will include those being offered accredited mentoring and volunteering opportunities.</p> <p><b>Disability</b> – In terms of physical disability and some mental health issues the tender specification included home support and access via a wide number of community settings. The service will have access to training, advice and support from social workers/education workers working with those with learning disabilities to ensure all written service/ support materials are accessible. Peers can attend the Public Health commissioned mental aid first aid training</p> <p><b>Race and ethnicity</b> – Tender specification requires the service to meet 70% BME access and they are expected to demonstrate how they will achieve this in the evaluation. There will be ongoing monitoring to ensure targets are met.</p>

population of having a substance misuse issue.	<b>Sexual orientation</b> – Other Haringey substance misuse services are now all expected to provide an annual report on the percentage of LGBT residents accessing the service, this will now include the peer support service. As per recommendation in the Haringey LGBT needs assessment, all substance misuse workers/volunteers and peer mentors have been trained by an LGBT organisation in assessment of need and case management. The new service will collect data on sexual orientation and will work through its outreach with organisations such as, Wise Thoughts and London Friends to support LGBT residents.
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Stage 7 - Consultation and follow up data from actions set above	
<p>Prior to tendering 2 focus group events were undertake with service users, one group using the service and another not using the service ; in total there were 25 participants. Participants included women (40%) and BME (75%) residents. The write up from the event was published to the participants who had an opportunity to revise any inaccuracies. The presentation was given to the public health team for peer review.</p> <p>The findings of the focus group was incorporated into the tender documents and given to all bidders.</p> <p>5 current and ex service users were trained and supported to participate in the evaluation. The participants were given the focus group findings and asked to take these into consideration when scoring.</p> <p>No further consultation has taken place at this stage, there will be ongoing discussions and surveys of service users when the contract is awarded</p> <p><b>Data Source (include link where published)</b></p>	<p><b>What does this data include?</b></p> <p>See qualitative data section</p>
Stage 8 - Final impact analysis	
<p>This EQIA process identified that this was a service which was highly relevant to those with protective characteristic, this was taken into consideration at every stage of the procurement process i.e. focus groups, specification, method statement and having service users trained to be part of the evaluation panel. The existing service was clearly meeting a wide range of needs, but it had just evolved to work in this way. Within the new contract the richness of the service has now been captured and will be further built upon from suggestions from focus groups and the successful tender winner's method statement.</p>	

The provider does need to ensure that it is monitoring its ability to meet its equalities duties and this is best demonstrated in providing information quarterly to the commissioner on protective characteristics. The focus groups made clear the need to create services that target women. A recommendation is that a constant level of female peer mentors is maintained and women's groups provided. The peer mentorship programme is an opportunity to have a very diverse range of peers that have competencies through lived experience to work with those with protective characteristics.

The literature review highlights how older drug users have specific needs often linked to physical disabilities. It should also be noted that there are often negative assumptions made regarding what they aspire to in their recovery, the service should review its offer to older drug users and ensure that they are accessing recovery elements of the service.

The EQIA highlights ways for the service to improve access to those with disabilities through skills training i.e. mental health first aid training. Suggestions from the focus groups that will be expected within delivery include an out of hours help line, women only groups, supported outreach to LGBT residents.

### Stage 9 - Equality Impact Assessment Review Log

Review approved by Director / Assistant Director

Date of review

Review approved by Director / Assistant Director

Date of review

### Stage 10 – Publication

Ensure the completed EqIA is published in accordance with the Council's policy.

**Report for:** Cabinet 15<sup>th</sup> December 2015

**Item Number:** 22

**Title:** Award of Contract for an Integrated Health Improvement (Wellness Service) 2016-19

**Report**

**Authorised by:** Jeanelle de Gruchy, Director of Public Health

**Lead Officer:** Marion Morris, Head of Health Improvement, Tel: 020 8489 6962  
[marion.morris@haringey.gov.uk](mailto:marion.morris@haringey.gov.uk)

**Ward(s) affected:** ALL – but with particular focus in the east of the borough.

**Report for:** Key Decision

**1. Describe the issue under consideration**

- 1.1** This report details the outcome of an open tender process for the award of a contract to provide an integrated lifestyle behaviour change programme, 'Live Well, Be Well', for Haringey residents aged 18 and over. The new integrated programme brings together: Stop Smoking Services, community NHS Health Checks, Health Trainers & Health Champions, Weight Management and aspects of physical activity programmes. These services were formerly commissioned separately. This report recommends the award of a new contract in line with Contract Standing Order (CSO) 9.06.1 (d) following an open tender process.

**2. Cabinet member introduction**

- 2.1** Health Improvement services became the responsibility of Haringey Council in April 2013, following the transfer of Public Health functions to local authorities. The tendered service in this report has been commissioned from the Public Health Grant.
- 2.2** The award of this contract will enable the Council to achieve the priorities set out in the Corporate Plan 2015-18, in particular Priority 2: 'Enable all adults to live healthy, long & fulfilling lives'; and the cross-cutting themes of 'Prevention and early intervention. It will also help the Council achieve the refreshed priorities contained in Haringey's Health & Wellbeing Strategy 2015-18, namely: Priority 1 'Reducing Obesity' and Priority 2 'Increasing Healthy Life Expectancy'.
- 2.3** I welcome the outcome of this procurement process. The new contract will align the integrated service outcomes to the Council's Corporate Plan and Health & Wellbeing Strategy, and release the savings required as part of the Medium Term Financial Strategy.

**3. Recommendations**

- 3.1** Cabinet agrees the award of the contract for the integrated lifestyle behaviour change programme, 'Live Well, Be Well' for Haringey adults to Reed Momenta the successful tenderer in accordance with Contract Standing Order (CSO) 9.06.1(d).

- 3.1.1** That the contract is awarded for a period of three years from 1 April 2016 for a value of £1,500,000, with an option to extend for a further period or periods of up to two years, for an additional value of up to £1,000,000 for the full two further years.

#### **4. Reasons for Decision**

- 4.1** This decision has been informed by the level of health need identified through the Haringey Joint Strategic Needs Assessment, evidence of what interventions work to address the need and recognition of the Council's strategic aim to reduce inequalities, (see paragraphs 6.4 & 6.5 below and the attached Equalities Impact Assessment in appendix 4).
- 4.2** The recommendations as outlined above in 3.1 and 3.2 are based on the provider that scored the highest on a most economically advantageous (MEAT) basis and therefore would offer the best value to the Council in terms of quality and price.
- 4.3** As a result of the procurement exercise, which was carried out in accordance with the Procurement Code of Practice, it is now recommended that the successful tenderer be awarded a contract as outlined in 3.1 – 3.2 in accordance with CSO 9.06.1(d).

#### **5. Alternative options considered**

- 5.1** The option to continue with the existing model of commissioning and resourcing the four individual health improvement services was considered. However, given the reduction in the Council's budget of approximately £70m over the next three years, this was not considered to be the most cost-effective approach.
- 5.2.** Evidence from several local authorities across the UK demonstrates a move towards the commissioning of integrated behaviour change programmes, which are also known as 'wellness' services. The main benefits of integration have been shown to include: a) easier access - an all-in-one service with a range of support available via one access point and one provider/consortium makes it easier for residents to access help and b) health gains can be maximised by addressing multiple risk factors together, either simultaneously or sequentially <sup>1,2,3</sup> c) more cost-effective. An economic case for prevention, with examples of smoking and physical activity, is illustrated in figure 1, Appendix 2.
- 5.3** In order to retain the good practice achieved to date we looked at evidence of effectiveness from integrated lifestyle behaviour change programmes across the UK. A model which would retain aspects of all four programmes into a new integrated model of delivery for Haringey residents was decided upon. This can be seen at Appendix 1.

#### **6. Background information**

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<sup>1</sup> Michie et al. Low-income groups and behaviour change interventions: a review of intervention content, effectiveness and theoretical frameworks. J Epidemiol Community Health 2009;63:610–622.

<sup>2</sup> Brown et al. Systematic review of school-based interventions that focus on changing dietary intake and physical activity levels to prevent childhood obesity: an update to the obesity guidance produced by the National Institute for Health and Clinical Excellence. Obes Rev. 2009 Jan;10(1):110-41

<sup>3</sup> Buck & Frosini. Clustering of unhealthy behaviours over time. King's Fund, 2011.

- 6.1.** In April 2013, Public Health assumed the commissioning responsibility for health improvement services transferred from the NHS to local authorities, in accordance with the Health and Social Care Act 2012.
- 6.2** The strategic necessity on Haringey Council to make the required financial savings over the next three years presented the Council with the opportunity to take stock and re-consider its commissioning priorities in the medium to long term, including existing health improvement service contracts. The Consultation on the Council's future commissioning priorities included consideration of the impact that the required financial savings would have on the current individually commissioned health improvement services. (For further details, on the impact and mitigation of the changes proposed to health improvement services in Haringey, see pages 18 & 22, in the EQIA, in Appendix 4 below).
- 6.3** There is a large inequality in life expectancy and healthy life expectancy in Haringey. Premature mortality and poor health disproportionately affect people on lower incomes. For example, a boy born in the poorest areas of Tottenham is expected to live 6.6 years less than a boy living in the most affluent parts of Haringey. The main contributing factors to this inequality are smoking, physical inactivity and poor diet, obesity, alcohol and diabetes.
- 6.4.** Reducing health inequalities is a key strategic aim of the Council's Corporate Plan 2015 – 18. Whilst there is evidence that individual health behaviour interventions can achieve results<sup>4</sup>, as is the case for smoking interventions, there is also evidence to show that we need to target services in the community, in order to ensure that we reduce inequalities. It is therefore the Council's intention to adopt a targeted, proportionate, and tailored approach to reducing health inequalities, while taking into account residents' wider social circumstances, by linking health improvement services to other support services such as CAB, employment advice etc. This is the approach that has been taken in the development of this integrated service, which will also be linked to the future development and promotion of the new information, advice and guidance (IAG) service.
- 6.5** The Council has deliberated on how to achieve its strategic aim of reducing health inequalities in Haringey, against a background of the significant financial savings to be made over the next three years. By commissioning a new and innovative 'integrated wellness service', linking it into the new Information, Advice and Guidance Services (IAG) and embedding health improvement in a service that is already offering employment help in the borough, it is proposed that this will go some way to mitigating the impact of a reduced financial envelope, and reduced numbers of adult residents accessing health improvement services.
- 6.5.1** Further examples of the action that the Council intends to take in order to mitigate the impact of the required savings include: ensuring that the integrated service targets areas of deprivation and tailors services that are proportionate to need. The integrated service will be expected to reach people (especially in the east of the borough) who are more vulnerable to the effects of, for example, smoking or poor diet, including pregnant women, or patients with COPD (Chronic Obstructive Pulmonary Disease). In order to achieve this, the integrated service will be flexible,

<sup>4</sup> NICE (2014) [Behaviour change: individual approaches - guidance](#) NICE public health guidance 49.

National Institute for health and Care Excellence

responsive and understand the factors that will maximise the benefits for priority groups.

- 6.5.2** Other ways in which we are transforming our approach to improving lifestyle health behaviours include: an increase in the training of frontline staff in prevention and lifestyle behaviour change, such as Making Every Contact Count (MECC) and Motivational Interviewing. All Council staff in customer services, adult social care, housing and education will be encouraged to take part. MECC training will also be promoted to staff in voluntary and community organisations, as well as employees within the local healthcare sector, including primary care and NHS Trusts. Empowering local people and groups to take care of their own health is important. In view of this the Council will continue to encourage the integrated wellness service to continue with the recruitment and training/skills development of Health Champions in the east of the borough. And Public Health and the Regeneration Team are employing a 'Well London Co-ordinator', in order to facilitate health improvement/wellness events, and to train local people in key health skills, thereby encouraging them, and their neighbours, to take charge of their own wellbeing.
- 6.5.3** In addition, Public Health is supporting the Council's development of 'healthy public policy', and the move to be a 'health promoting' Council, with health a specific consideration by services such as alcohol licensing, parks and leisure, planning and transport. The Council is committed to reducing health inequalities by developing and implementing strategies that tackle the wider determinants of health, including housing, employment, and education.
- 6.5.4** Applying 'best practice models' of public health evidence and influence in these areas will be key to ensuring that public health and wellbeing is everyone's business, (see EQIA pages 18, 20 & 22, in Appendix 4 below). It is on this basis, that the Council is encouraged to endorse the recommendations set out in paragraph 3 above.

## **6.6 Procurement Process**

- 6.6.1** A Meet the Buyer event was held on 18<sup>th</sup> June 2015. This event was intended to communicate and share information with potential providers to help them understand commissioning intentions and offer opportunities to network and forge partnerships.
- 6.6.2** The procurement process started with the placing of a contract notice in the Official Journal of the European Union (OJEU) on Haringey Council's website, and the CompeteFor portal. In addition, the advert was circulated by Haringey Association of Voluntary and Community Organisations (HAVCO) by email to its membership, approximately 750 contacts representing 500 voluntary and community groups in the Borough.
- 6.6.3** The Invitation to Tender (ITT) and supporting documents were placed on Delta (e-tendering portal), where following a registration process, the potential tenderers could access the tender documents and submit their proposals electronically. By the closing date of 4<sup>th</sup> September 2015, six bids had been received for the 'Live Well, Be Well' integrated service.
- 6.6.4** The tenders were evaluated using the Most Economical Advantageous Tender (MEAT) which included a split of 55% Price and 45% Quality as set out in the ITT documentation.

## 6.7 Outcome of the Tender Evaluations

**6.7.1** The table below details the outcome of the tender evaluations and respective scores of the tenders. (See also para. 1.1 of the Exempt information report).

<b>Tenderers</b>	<b>Quality Scores (max 450 points)</b>	<b>Price/Cost scores (max 550 points)</b>	<b>Total Score for quality and price</b>	<b>Contract price over 3 years</b>	<b>Contract price for 5 years</b>
<b>Reed Momenta</b>	391	500	891	£1,500,000.00	£2,500,000.00
<b>Company B</b>	320	550	870	£1,363,338.00	£2,315,833.00
<b>Company C</b>	337	528	865	£1,421,202.00	£2,368,670.00
<b>Company D</b>	323	514	837	£1,460,018.00	£2,410,982.00
<b>Company E</b>	314	447	761	£1,845,129.00	£3,068,725.00
<b>Company F</b>	259	481	740	£1,560,000.00	£2,600,000.00

**6.8** Key Performance Indicators and methods of measurement are integrated within the service specification and will be monitored through contract monitoring meetings and reports.

**6.9** Monitoring meetings will be held monthly for the first six months and quarterly thereafter. The purpose of monthly monitoring meetings will be to examine the implementation of the service, monitor delivery of the service at an operational level and to foster partnership working to facilitate early resolution.

**6.10** Data will be collected nationally and reported via Public Health England on a quarterly basis, the provider will also report this data locally. Monitoring meetings with the provider will take place by the commissioning manager on a monthly basis. The purpose of monitoring meetings will be to ensure the outcomes set in the contract are achieved and that the Council is satisfied with the service.

## 7. Contribution to strategic outcomes

**7.1** This service is directly linked to, (and will have an impact on achieving), the priorities set out in the Council's Corporate Plan 2015-18, in particular Priority 2: 'Enable all adults to live healthy, long & fulfilling lives' and the cross-cutting themes: Prevention and early intervention', 'A fair & equal borough', and 'Working Together with Communities'. It will contribute to achieving the refreshed priorities of the Health & Wellbeing Strategy 2015-18: Priority 1 'Reducing Obesity' and Priority 2 'Increasing Healthy Life Expectancy'.

## 8. Statutory Officers comments (Chief Finance Officer, Procurement, Assistant Director of Corporate Governance, Equalities).

### 8.1 Procurement

**8.1.1** The recommendation is in line with the Procurement Code of Practice.

**8.1.2** The winning bidder although not the lowest priced bid was the overall highest scorer in terms of the Quality/Price evaluation criteria agreed and published for this procurement project.

## **8.2 Finance**

**8.2.1** This report seeks approval to award the contract for the integrated lifestyle behaviour change programme, 'Live Well, Be Well' for Haringey adults, to Reed Momena.

**8.2.2** The contract cost over three years will be £1,500,000 with an option for the Council to extend the contract for up to two additional years at a cost of £500,000 per year.

**8.2.3** There is significant financial advantage in bringing together these related services into a single integrated contract. Currently similar activities are provided separately by several service providers at a total cost of £930,000. Therefore the proposed contract cost of £500,000 per year represents a saving of £430,000 each year. Service assessment is that this is being achieved through efficiencies, economies of scale/integration and reconfiguration of services.

**8.2.4** Funding for the contract is provided by a ring fenced Public Health grant. The amount of annual grant is not guaranteed and subject to Government review therefore this commitment would need to be budgeted for by the Service in that context.

## **8.3 Legal**

**8.3.1** This report relates to services which are subject to the new Light Touch Regime under the Public Contract Regulations 2015. As such they are required to be advertised in the Official Journal of the European Union (OJEU) although there is greater flexibility in the tender procedure followed than under the standard EU tender regime.

**8.3.2** The Council's Contract Standing Orders (CSOs) also apply to the procurement and the services have been tendered in accordance with CSO requirements. The open procedure provided under CSO 9.01(a) was followed.

**8.3.3** The services tendered are valued over £500,000. As result, the decision to award the contract for the services is a Key Decision that must be included in the Forward Plan, which has been done, and must be taken at Cabinet level in accordance with CSO 9.06.1(d).

**8.3.4** The Assistant Director of Corporate Governance confirms that there are no legal reasons preventing Cabinet from approving the recommendations in paragraph 3 of this report.

## **8.4 Equality**

**8.4.1** In recognition of its public sector equality duty, the Council is committed to using procurement and commissioning as strategic tools to help promote equality of opportunity.

- 8.4.2** It seeks to do this in two ways: firstly, by ensuring that chosen providers deliver for all sections of Haringey community, especially those who are most vulnerable and in most need of the services. In this respect, all the bidders were made fully aware that the various public health services support the delivery of a key element of the Council's equality objectives and one of the priorities in the Council Plan, (to reduce health inequalities and improve wellbeing for all). They were made aware that they will be expected to provide integrated health improvement services that will help deliver the priority to enable young adults, older people, and vulnerable groups, to exercise choice in availability and access to services.
- 8.4.3** Secondly, by ensuring that procurement and commissioning processes are as transparent as possible and that all those who may wish to do so have the opportunity to bid for Council contract. The process described in paragraph 8 of this report conforms to this requirement and is consistent with the Council's guidelines to help ensure that relevant equalities issues are identified and considered at key stages in procurement and commissioning. In respect of both service provision and the selection process used, this commissioning exercise supports the Council's performance on its public sector equality duty.
- 8.4.4** In addition to the above, an EqlA was completed, which compared current health improvement provision to that proposed by the setting up of a new 'integrated lifestyle behaviour change programme or wellness service'. In assessing the impact of these changes, the Council recognises that given the scale of savings to be achieved, even with more effective models of delivery, it is highly likely that the activity and scope of the current health improvement programmes will be reduced, resulting in a negative impact on deprived communities and people from BME backgrounds. Men and older people are also likely to be negatively affected.
- 8.4.5** In order to mitigate the impact of the Council's savings, the integrated service model will be required to target areas of deprivation and tailor services that are proportionate to need and prevalence. The integrated service will also be expected to reach people (especially in the east of the borough) who are more vulnerable to the effects of, for example, smoking or poor diet, including pregnant women, or patients with COPD (Chronic Obstructive Pulmonary Disease). In order to achieve this, the integrated 'Wellness service' will be flexible, responsive and understand the factors that will maximise the benefits for priority groups. A copy of the EqlA is attached in appendix 4 and available online at: <http://www.haringey.gov.uk/local-democracy/about-council/equalities/equality-impact-assessments/equality-impact-assessments-2015-16>

## **9. Use of Appendices**

### **9.1** Appendix 1 Model of Health Improvement – including service delivery levels.

Appendix 2 Case for Prevention - return on investment.

Appendix 3 'Live Well Be Well' - service specification.

Appendix 4 Equality Impact Assessment.

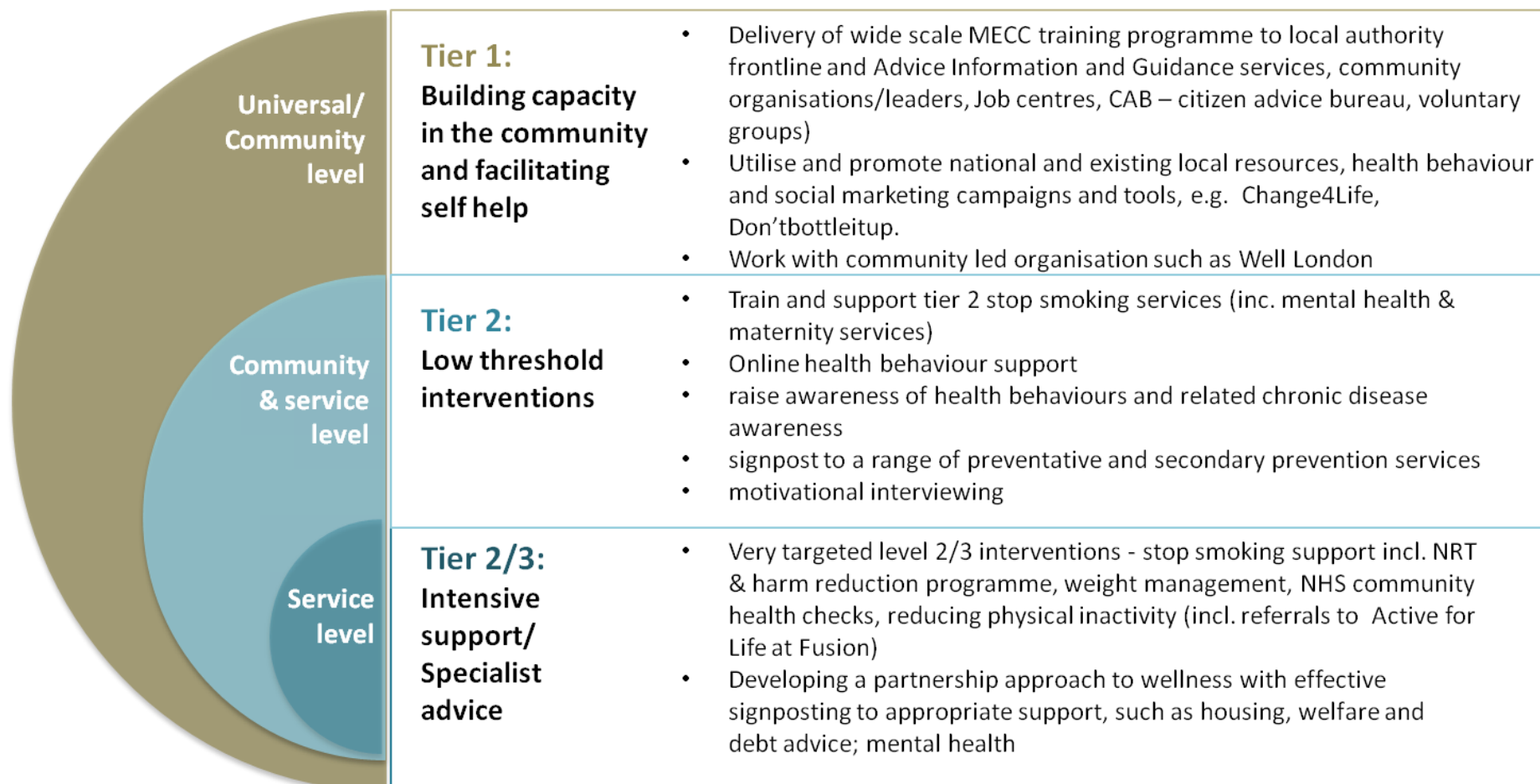
## **10. Local Government (Access to Information) Act 1985**

**10.1** This report contains exempt and non exempt information. Exempt information is contained in the exempt report and is not for publication. The exempt information is under the following categories: (identified in the amended schedule 12 A of the Local Government Act 1972 (3) ):

(3) Information in relation to financial or the business affairs of any particular person (including the authority holding that information).

## Appendix 1 – Model of Health Improvement - including service delivery levels

The proposed delivery model and key components of the service are described in the figure below. It includes three tiers of support. Tiers 1 and 2 will focus on capacity building, and training & supporting other professionals to deliver health improvement. Tier 2/3 will form the main component of the service that will provide targeted intensive support and specialist advice to Haringey residents.



*Adapted from Barnsley Council, 2014*

**Services outside of the contract BUT part of the Integrated Model include: NHS Health Checks by GPs, Pharmacy based Stop Smoking services, Leisure Services Active for Life programmes.**

## Appendix 2

## Case for Prevention – return of investment

**Return on investment**

School-based public health interventions can be good investments. For example, smoking prevention programmes in schools can return as much as £15 for every £1 spent.

TheKingsFund

Local  
Government  
Association**Return on investment**

Birmingham's Be Active programme of free use of leisure centres and other initiatives returned an estimated £23 in quality of life, reduced NHS use and other gains for every £1 spent.

TheKingsFund

Local  
Government  
Association

**From: Kings Fund and LGA, 2014: [Making the case for public health interventions](#)**

## Appendix 3

**Live Well Be Well – service specification**

[S:\PH\PH\BunF\AllF\A\) Public Health Structure\00. Temp folder Marion\10. Integrated health improvement service\Tender docs\Live Well Be Well](S:\PH\PH\BunF\AllF\A) Public Health Structure\00. Temp folder Marion\10. Integrated health improvement service\Tender docs\Live Well Be Well)

## Appendix 4

### Equality Impact Assessment

Name of Project	Health Improvement	Cabinet meeting date <i>If applicable</i>	15 <sup>th</sup> December 2015
Service area responsible	Public Health		
Name of completing officer	Marion Morris	Date EqIA created	Update created September 2015
Approved by Director / Assistant Director	Jeanelle de Gruchy	Date of approval	

The Equality Act 2010 places a ‘**General Duty**’ on all public bodies to have ‘**due regard**’ to:

- Eliminating discrimination, harassment and victimisation
- Advancing equality of opportunity
- Fostering good relations

In addition the Council complies with the Marriage (same sex couples) Act 2013.

Haringey Council also has a ‘**Specific Duty**’ to publish information about people affected by our policies and practices.

**All assessments must be published on the Haringey equalities web pages. All Cabinet papers MUST include a link to the web page where this assessment will be published.**

This Equality Impact Assessment provides evidence for meeting the Council’s commitment to equality and the responsibilities outlined above, for more information about the Councils commitment to equality; please visit the Council’s website.

Stage 1 – Names of those involved in preparing the EqlA	
1. Project Lead, Marion Morris, Head of Health Improvement	5. Senior Commissioner, Mia Moilanen
2. Equalities Inno Amadi	
3. Legal Advisor (where necessary)	
4. Trade union	
Stage 2 - Description of proposal including the relevance of the proposal to the general equality duties and protected groups	
<p><b>Summary</b></p> <p>As part of the Council savings plan<sup>5</sup> Haringey Council is bringing together its several separate health improvement contracts under one <b>integrated lifestyle programme</b> – a ‘wellness service’ that aims to support adult residents (18+) <b>to be more physically active, stop smoking, drink moderately and have a better diet</b>. These health behaviours are closely linked to chronic disease: diabetes, respiratory disease and cardiovascular disease. The service, currently being tendered, incorporates stop smoking, NHS community health checks, health trainers &amp; champions, weight management, and some physical activity programmes. The aim of the integration is to ensure an easy access for residents, improved pathways, as well to produce savings (41%: £528k out of the total health improvement budget).</p> <p><b>Background</b></p> <p>Premature mortality and poor health disproportionately affect people in lower socio-economic groups: A boy born in the poorest areas of Tottenham is expected to live 6.6 years less than a boy living in the most affluent parts of Haringey. Generally, men die younger and are less likely to access health services. Women live longer than men but the expected life span in good health is similar for both sexes, at below retirement age and significantly lower than the England average<sup>6</sup>. The main risk factors that impact on healthy life expectancy and result in early death are: smoking, alcohol use, high blood pressure/cholesterol, being physically inactive along with a poor diet – all of which that are more prevalent the more deprived the area or lower down the socioeconomic ladder people find themselves. In other words, linked to ‘conditions in which people are born, grow, live, work, and age’ (<a href="#">The Marmot Review, 2010 - external link</a>).</p> <p>Accordingly, Haringey’s health improvement budget is focused on reducing health inequalities by decreasing these risk factors. Current programmes are predominately targeted in the east of the borough where there are higher rates of deprivation. Whilst ethnicity is not associated with poor health behaviours or poor mental health per se once socio-economic conditions are taken into account, black and minority ethnic groups form the majority of the targeted areas in Tottenham. Therefore BME groups are more likely to be disproportionately affected by any reduction in support for better nutrition, stopping smoking, mental health prevention programmes. Risk of chronic disease is higher with age, however since conditions such as diabetes and CVD can take years to develop, changes in preventative services are likely to impact on older people, current and future generations alike.</p> <p>Overall we expect the reduced financial envelope, for the programmes outlined above, will mean that a) the number of services currently provided will be reduced, and b) that fewer people will access these services. This is the premise on which the whole EqlA is based.</p> <p><b>The savings and the current services to be re-tendered cover the following:</b></p>	

<sup>5</sup> See [Building Stronger Haringey Together](#)

<sup>6</sup> [Public Health Outcomes Framework 2015](#)

- **NHS and community health checks** (a mandatory service) – a screening programme for residents aged 40-74 which aims to identify and prevent heart disease, stroke, diabetes, kidney disease and certain types of dementia.
- **Stop smoking support** currently provided by [Smokefreelife Haringey](#), Healthy Living Pharmacies and GPs.
- **Health Trainers and Champions** – a service which operates by recruiting Trainers and Champions from within Haringey's communities to provide 'support from next door' rather than 'advice from on high' on a range of lifestyle issues.
- **'Active for Life' (AFL)** programme which covers healthy walks; exercise on referral scheme and a rehabilitation programme which includes cardiac and stroke care, (not part of the re-tender but budget significantly reduced).
- **Weight management programme**, which is a targeted intervention aimed at supporting people who are obese and require help to manage their weight.

(Please note that the Public Health, mental health programme, which used to be part of the health improvement budget, (and the original EqlA Oct 2014) is dealt with a separate re-tender and EqlA).

In order to release savings, and minimise their impact, the Council's strategic approach is to bring current separate contracts together to form a new fully integrated lifestyle behaviour change programme. Thereby creating a 'one stop shop' model that would improve access; provide support to residents, including people with multiple risk factors; and proportionately target those groups in the population with prevalent risk factors. In support of the Council's proposals, a rapid review of current integrated models and best practice examples were investigated, and considered from across the country. The findings from the rapid review helped to inform the model and final content of the specification for the new integrated service. A full re-tender exercise is currently underway, with the aim of procuring and establishing a re-shaped and integrated prevention and lifestyle behaviour change programme from 1 April 2016.

The focus of the integrated service will be to concentrate its programme delivery in the east of the borough, targeted at those areas where poor health is more prevalent.

### Stage 3 – Scoping Exercise - Employee data used in this Equality Impact Assessment

Identify the main sources of the evidence, both quantitative and qualitative, that supports your analysis. This could include for example, data on the Council's workforce, equalities profile of service users, recent surveys, research, results of recent relevant consultations, Haringey Borough Profile, Haringey Joint Strategic Needs Assessment and any other sources of relevant information, local, regional or national.

Data Source (include link where published)	What does this data include?
Not applicable	There are NO Haringey Council employees/posts directly affected by the tender process.

### Stage 4 – Scoping Exercise - Service data used in this Equality Impact Assessment

This section to be completed where there is a change to the service provided

Data Source (include link where published)		What does this data include?		
<a href="#">JSNA – Health Improvement</a>		Overview of risk factors, profile and prevalence and projected impact		
Service monitoring data		Service output and outcome data with current service user profiles		
Scrutiny review on Men’s Health		Evidence on Men’s health seeking behaviours – local and national research		
<a href="#">Public Health Outcome Framework</a>		Local, regional and national data on public health outcomes, including smoking prevalence, obesity, rates of cardiovascular disease, mortality rates etc.		
Stage 5a – Considering the above information, what impact will this proposal have on the following groups in terms of impact on residents and service delivery: Positive and negative impacts identified will need to form part of your action plan.				
	Positive	Negative	Details	None – why?
Sex		√	The expected reduction in the scope/reach of the integrated service will impact on the health of men in certain socio-economic groups as the support for health behaviour changes is reduced. Current evidence shows that men are e.g. more likely to smoke but less likely to seek support or visit GPs for any health problems and most likely to benefit from health checks in the community and those not registered with their GPs. However, Haringey women generally live over 20 years of their later life in poor health – which is also linked to health behaviours that the current health improvement programme focuses on. Reductions in the resources available	

			to support these programmes has potential to exacerbate the risks to health, and already high levels of circulatory disease, cancer, and respiratory disease in women in Haringey, (least and most deprived quintiles in Haringey 2009-11).	
<b>Gender Reassignment</b>			There is no service user data available regarding this category. However, the new provider will be required to ensure equality of access to all protected characteristics and that this will be monitored as part of the new integrated service contract.	see over
<b>Age</b>		√	A reduction in the number of NHS health checks, being targeted at ages 40-74, is likely to have an impact on the number of older residents' access to screening and ultimately access to appropriate and timely care.	
<b>Disability</b>		√	Reductions in the availability of health improvement programmes will adversely affect the number of people with disabilities accessing these services. It could also exacerbate the number of people with long terms conditions in the east, e.g. a reduction in the availability of stop smoking services may lead to an increase in COPD and other long term chronic conditions.	
<b>Race &amp; Ethnicity</b>		√	The health improvement programmes focus on deprived areas. Those areas are generally more diverse, thus	

			disproportionately affecting the health of people from black and minority ethnic groups. For example, 88% of the people seen by health trainers were non white British, similar to community health checks with 89%. The expected reduction in the service will inevitably adversely affect BME communities, mitigated by the fact that the reduced service will continue to target Tottenham and deprivation across the east of the borough.	
<b>Sexual Orientation</b>		√	<p>There is no service user data available regarding this category. However, the new provider will be required to ensure equality of access to all protected characteristics and that this will be monitored as part of the delivery of the new integrated service contract.</p> <p>However, given the scale of savings, even with more effective models of delivery, it is highly likely that activity and scope of these programmes will be reduced, with a negative impact on deprived communities. People from BME backgrounds, Men, and older people are also likely to be negatively affected.</p>	
<b>Religion or Belief (or No Belief)</b>		√	There is no service user data available regarding this category. However, the new provider will be required to	

			<p>ensure equality of access to all protected characteristics and that this will be monitored as part of the delivery of the new integrated service contract.</p> <p>The link below shows the composition of Haringey Wards, by religion, as recorded in the 2011 Census. Six Wards in the east of the borough show significant proportions of residents recorded as 'Muslim', in the 2011 Census. Any reduction in currently commissioned health improvement programmes, in relation to the prevention of CVD/CHD, is likely to have a negative impact in this religious group – see <i>section 2.4 Religion, in</i></p> <p><a href="http://www.haringey.gov.uk/council-and-democracy/about-council/facts-and-figures/statistics/haringey-census-statistics">http://www.haringey.gov.uk/council-and-democracy/about-council/facts-and-figures/statistics/haringey-census-statistics</a>.</p>	
<b>Pregnancy &amp; Maternity</b>		√	Any reduction in stop smoking support for pregnant women will have a negative impact on health in maternity and newborn babies.	
<b>Marriage and Civil Partnership</b>			There is no service user data available regarding this category. However, the new provider will be required to ensure equality of access to all protected characteristics and that this will be monitored as part of the delivery of the new integrated service contract.	see over

			However, given the scale of savings, even with more effective models of delivery, it is highly likely that activity and scope of these programmes will be reduced, with a negative impact on deprived communities. People from BME backgrounds, Men, and older people are also likely to be negatively affected.	
<b>Stage 5b – For your employees and considering the above information, what impact will this proposal have on the following groups: Positive and negative impacts identified will need to form part of your action plan.</b>				
	<b>Positive</b>	<b>Negative</b>	<b>Details</b>	<b>None – why?</b>
<b>Sex</b>			See over	There are no directly employed Council staff affected by the procurement of an integrated wellness service. Haringey Council will ensure that the Equal Opportunities/Staff policies of potential bidders will be reviewed as part of the tender process.
<b>Gender Reassignment</b>			See over	
<b>Age</b>			See over	
<b>Disability</b>			See over	
<b>Race &amp; Ethnicity</b>			See over	
<b>Sexual Orientation</b>			See over	
<b>Religion or Belief (or No Belief)</b>			See over	
<b>Pregnancy &amp; Maternity</b>			See over	
<b>Marriage and Civil Partnership</b>			See over	
<b>Stage 6 - Initial Impact analysis</b>			<b>Actions to mitigate, advance equality or fill gaps in information</b>	
The purpose of the Council's current health improvement programmes (2015-16) is to reduce health inequalities, which are closely linked to socioeconomic inequalities. Accordingly the focus of activity has been in the deprived parts of the borough, especially in the east of the borough where the majority of residents are from black and minority ethnic backgrounds. Given the scale of savings, even with more effective models of delivery, it is highly likely that activity and scope of these programmes will be reduced, resulting			<ul style="list-style-type: none"> <li>In order to mitigate the impact of the Council's savings, the service model will be required to target areas of deprivation and tailor services that are proportionate to need and prevalence. The integrated service will also be expected to reach people (especially in the east of the borough) who are more vulnerable to the effects of, for example, smoking or poor diet, including pregnant women, or patients with COPD (Chronic Obstructive Pulmonary Disease). In order to achieve</li> </ul>	

in a negative impact on deprived communities and people from BME backgrounds Men and older people are also likely to be negatively affected.

this, the integrated 'Wellness service' must be flexible, responsive and understand the factors that will maximise the benefits for priority groups.

The core activities and outcomes of the service will include:

- Improve levels of healthy weight in adults
- Reduce physical inactivity and sedentary behaviour
- Reduce the number adults who drink alcohol over the recommended limits
- Reduce smoking prevalence among priority groups
- Reduce health inequalities by reaching and improving outcomes for priority groups in areas where the needs are greatest and health is poorest
- Increase capacity in the community to look after and take control over their own health.

An example of ways in which the Council is planning to mitigate the impact of its savings plan on health improvement, is to encourage the new Provider of the integrated wellness service, to continue the Health Champions scheme. One way of achieving this is to propose that the recruitment and training/skills development for Health Champions is maintained across the east of the borough. Another option might be that Public Health develops a specific toolkit, whereby any project that is engaging with the community (in for example: Noel Park and Myddleton Road etc) could encourage residents to become health champions. Local Councillors in these areas could also be encouraged to utilise their Ward budgets to assist with the recruitment and training of Health Champions. By investing in prevention activities that are proportional to need, the Council believes that savings can be achieved further down the line in adult social care by reducing the number of people living with long term conditions.

Whilst it is envisaged that the 'scope' of the new integrated service

will be reduced, it is the Council's intention to mitigate the impact of the savings, by re-focusing the delivery of health improvement activity. This will include an increase in the training of frontline staff, in prevention and lifestyle behaviour change programmes, such as Making Every Contact Count (MECC), and Motivational Interviewing. All Council staff in customer services, adult social care, housing and education will be encouraged to take part. MECC training will also be promoted to staff in voluntary and community organisations; as well as employees within the local healthcare sector, including primary care and NHS Trusts.

Public Health will also further develop its approach to 'healthy public policy', with the aim of influencing and facilitating change in health behaviours through other sectors, such as licensing, parks and leisure, planning and transport.

Public Health is also committed to focusing on developing and implementing strategies that tackle the wider determinants of health, including housing, employment, and education, by considering the conditions in which these health inequalities exist and where risk factors are most concentrated. Applying 'best practise models' of public health evidence and influence in these areas will be key to ensuring that public health and wellbeing everyone's business.

Empowering local people and groups to take care of their own health is also important. In recognition of this, Public Health, in conjunction with the Council's Regeneration Team is employing a 'Well London Co-ordinator'. The purpose is to facilitate health improvement/wellness events, and to train local people in key health skills, thereby encouraging them - and their neighbours - to take charge of their own wellbeing.

Whilst the Council recognises that reductions in services may have a negative impact on health inequalities, the specification of the new

	<p>integrated service is clearly focussed on outcomes for priority groups. Quarterly outcome monitoring and larger scale evaluation is also built into the service specification. This should enable the Council to determine the full impact of savings on groups from protected characteristics, and put in place improvements that the newly integrated service can have in improving access and pathways between programmes, and ultimately outcomes – thereby maximising health and wellbeing for all. In order to assess the impact and benefit of the newly established integrated wellness service, Public Health could undertake a user survey after the first year.</p> <p>The overall impact of the integrated wellness service, including the new activities aimed at reducing smoking, obesity, and chronic disease, whilst improving rates of physical activity will be monitored as part of the ongoing evaluation of the Health and Wellbeing strategy, the Haringey Council Corporate Plan, and the Haringey CCG performance monitoring process.</p>
<b>Stage 7 - Consultation and follow up data from actions set above</b>	
<b>Data Source (include link where published)</b>	<b>What does this data include?</b>
<p>Consultations relating to this were done as part of the overall Council savings plan as well as Health and Wellbeing strategy. See: <a href="#">Investing in Our Tomorrow consultation</a> report 29 September 2014 to 10 November 2014.</p> <p>Haringey Corporate Plan – Building a Stronger Haringey Together 17 December 2014 to 17 January 2015. <a href="http://www.haringey.gov.uk/council-and-democracy/policies-and-strategies/building-stronger-haringey-together">http://www.haringey.gov.uk/council-and-democracy/policies-and-strategies/building-stronger-haringey-together</a></p> <p>Health and Wellbeing Strategy 26 January - 30 March 2015. <a href="#">Health and Wellbeing Strategy 2015-18 Consultation</a></p>	<ul style="list-style-type: none"> <li>Some key examples of the health and wellbeing priorities received by residents included the following: a) respondents supported a shift towards prevention and early intervention; b) a large proportion felt they could improve their diet (42%) and exercise more (35%); c) respondents also felt that health checks should take place in the community, e.g. supermarkets; d) joined up working and easier access to GPs were also raised.</li> <li>The data and outcomes from the consultations undertaken opposite suggest the need for further consultations of this kind, but while this was considered, the Council recognises that Haringey lacks a body of regular service users to consult.</li> </ul>

However, the Council is committed, and will continue to engage and involve local residents in the commissioning of its services.

## Stage 8 - Final impact analysis

The aim of the Council's current health improvement programmes (2015-16) is to reduce health inequalities, which are closely linked to socioeconomic inequalities. Accordingly the focus of activity has been in the deprived parts of the borough, especially in the east of the borough where the majority of residents are from black and minority ethnic backgrounds. Given the scale of savings, even with more effective models of delivery, it is highly likely that activity and scope of these programmes will be reduced; resulting in a negative impact on deprived communities and people from BME backgrounds Men and older people are also likely to be negatively affected.

- In order to mitigate the impact of the Council's savings, the service model will be required to target areas of deprivation and tailor services that are proportionate to need and prevalence. The integrated service will also be expected to reach people (especially in the east of the borough) who are more vulnerable to the effects of, for example, smoking or poor diet, including pregnant women, or patients with COPD (Chronic Obstructive Pulmonary Disease). In order to achieve this, the integrated 'Wellness service' must be flexible, responsive and understand the factors that will maximise the benefits for priority groups.
- In support of this approach, Haringey Council will ensure that an impact and equalities assessment will be part of the quarterly outcome monitoring of the new Provider – with larger scale evaluation built into the service specification and contract of the integrated service; whilst the impact of prevention activities to reduce smoking, obesity and improve rates of physical activity, together with reductions in chronic disease in different groups, will be monitored as part of: the Council's Corporate Plan; the Health and Wellbeing strategy; and the Haringey CCG performance indicators.

## Stage 9 - Equality Impact Assessment Review Log

Review approved by Director / Assistant Director

Date of review

## Stage 10 – Publication

This EqlA will be published in accordance with the Council's policy.

**Report for:** Cabinet Meeting 15<sup>th</sup> December 2015

**Item number:** 23

**Title:** Approval to enter into a Deed of Variation to vary the Major Capital Works Framework Agreement and Contract Award and allocation of Major Capital Works following Mini Competition tender process

**Report authorised by :** Tracie Evans , Chief Operating Officer

**Lead Officer:** David Sherrington , Homes for Haringey Director of Asset Management and Deputy Director of Property

**Ward(s) affected:** All

**Report for Key/  
Non Key Decision:** Report for Key Decisions

**1. Describe the issue under consideration**

- 1.1 That Cabinet approves the varying of the terms of the Framework Agreement by entering into a Deed of Variation with the Major Capital Works Framework Constructors with respect to Framework Prices submitted as part of the Major Capital Work Framework mini competition
- 1.2 That Cabinet approves the award of call off contracts under the Major Capital Works Framework Agreement to the two Constructor Partners in delivering the Housing Capital Programme Phase 9 ( 2016/2017) & Phase 10 (2017/2018).Constructor Partners named in paragraph 3.3 below following the mini competition tender process and based on the Most Economically Advantageous Tenders.
- 1.3 The recommended Constructor Partners were selected following a competitive tender process that complied with both the Public Contracts Regulations 2006 (as amended) (the “Procurement Regulations”) and the Council’s Contract Standing Orders.

**2. Cabinet Member Introduction**

- 2.1 Through the housing capital programme the Council provides essential improvements to the homes of Council residents, including upgrades to kitchens, bathrooms, roofs, windows and door entry systems. This report approves the appointment of contractors to deliver this vital work over the next two years.

### 3. Recommendations

- 3.1 That the Council enters under seal a Deed of Variation with respect to the Major Capital Works Framework Agreement Pricing Models and the Constructor Partners tender price submission under mini competition.
- 3.2 That Cabinet approves the award of call off contracts to the two Constructor Partners named below and based on the Most Economically Advantageous Tender to deliver the Housing Capital Programme (Phase 9 2016- 2017) and Phase 10 (2017 – 2018)
- 3.3 That the 1<sup>st</sup> and 2<sup>nd</sup> ranked Constructor Partners following the mini competition tender evaluation Wates Living Space and Keepmoat Regeneration ( Apollo) Limited ranked 1<sup>st</sup> and 2<sup>nd</sup> respectively are appointed to deliver the Phase 9 and Phase 10 Housing Capital Programmes
- 3.4 That the successful CPs are awarded specific Phase 9 packages of work on the following basis and based on specific contract areas and budget allocations and the approval of the individual Agreed Maximum Price (AMP) for the contracts let under the Major Capital Works Framework mini competition for the Phase 9 and Phase 10 programme years up to a total value of £50.0m
- 3.5 **Phase 9 (2016-2017)**
- North Tottenham Contract Area Package 1 NT9 with budget allocation of £5.5m
  - Borough Wide Contract Area Package 2 Internal K&B programme with budget allocation of £4.0m
  - Noel Park Estate Phase 2 Contract Area Package 3 with budget allocation of £5.0m
- 3.6 All work package programmes will be delivered on a traditional site set up basis and delivered through the SCMG supply chain model.
- 3.7 The allocation of the Phase 9 Package 1 and Package 2 to the Constructor Partners ranked 1<sup>st</sup> following evaluation with a total budget allocation of £9.5m
- 3.8 The allocation of the Phase 9 Package 3 to the Constructor Partners ranked 2<sup>nd</sup> following evaluation with a budget allocation of £5.0m
- 3.9 The allocation of all of the Phase 9 Packages 1 , 2 and 3 to the Constructor Partners ranked 1<sup>st</sup> following evaluation
- 3.10 **Phase 10 (2017-2018)**
- 3.11 The allocation of the Phase 10 programme of work packages will be on the basis of the Constructor Partners ranked 1<sup>st</sup> and 2<sup>nd</sup> following the tender

evaluation with the two appointed CPs each awarded packages with a total value of between £13m and £16m. Detailed programme information is not yet available for Phase 10.

#### **4. Reasons for decision**

- 4.1 To allow the Framework agreement to be varied under a Deed of Variation and the mini competition tender process to be undertaken between the four Framework Constructor Partners.
- 4.2 Homes for Haringey considered the option of not entering into a Deed of Variation and undertaking the mini competition process based on the original ITT Framework pricing models as unattainable as the Constructor Partners could not sustain the same level of tendered Preliminaries from their original tender prices due to market conditions and increased construction costs and require the Framework Agreement to be varied with regards to this specific clause under the Deed of Variation
- 4.3 A decision is required in order that the Housing Capital Programme of works can be delivered. The delivery of the Housing Capital Programme is a central element to the Council's Asset Management Strategy and the best method of delivering the programme and achieving the best value for money to the Council is via the allocation of the Phase 9 and Phase 10 programme of works following the mini competition tender process and evaluation.
- 4.4 The call off contracts under the Framework Agreement will ensure that the remaining Housing Capital Programmes of work 2016/2018 will be delivered on target.
- 4.5 Undertaking the mini tender process between the four existing Framework Constructor Partners will promote greater efficiencies and competition based on current market conditions

#### **5. Alternative options considered**

- 5.1 Homes for Haringey as part of their procurement strategy for the delivery of the Year 9 (2016-2017) and Year 10 (2017-2018) of the Major Capital Works programme considered the option of maintaining the framework agreement clause with respect to pricing and that the Preliminaries, OH&P % as submitted by the Constructor Partners as part of the original ITT tender procurement process would be fixed in line with the Framework Pricing models.
- 5.2 Homes for Haringey considered this option as unattainable as the Constructor Partners could not sustain the same level of tendered Preliminaries from their original tender prices due to market conditions and increased construction

costs and require the Framework Agreement to be varied with regards to this specific clause under the Deed of Variation

- 5.3 Consideration was also given to allocating the Phase 9 and Phase 10 programmes of work to the two existing Framework Constructor Partners currently delivering the Housing Capital Programmes under a Direct Award provision but this was considered to be in breach of the Procurement Regulations and carried the risk of challenge from the other two Constructor Partners held in reserve

## **6. Background information**

- 6.1 Following the OJEU compliant ITT tender procurement process for the Major Capital Works programme , Haringey Council, Homes for Haringey and the successful Constructor Partners entered into a Framework Agreement for the delivery of the Decent Homes Programmes for Year 7 (2014-2015) and Phase 8 (2015-2016)
- 6.2 The Cabinet Approval obtained in July 2013 agreed to delegate authority to make required adjustments (due to the availability of funding, wider stock investment priorities and/or other unforeseen issues that affect delivery) to the Major Capital Works programme by the Chief Operating Officer following consultation with the Lead Member for Housing and Regeneration and the Lead Member for Finance.
- 6.3 From the four Constructor Partners selected following ITT tender process , two were allocated programmes of works for the first two years of the framework.
- 6.4 In accordance with the Framework Agreement, proposals were set out to undertake a mini competition tender process at the anniversary of the second year of the delivery programme ( Phase 8) for the delivery of the following two years of the programme (Phase 9 & 10) and that the four framework Constructor Partners would be invited to tender under a mini competition procurement process.
- 6.5 Under the Framework Agreement Section 5.0 Clause 5.1 , it stipulated that the prices ( Preliminaries %) as submitted by the Constructor Partners under the original ITT Major Capital Works tender would be fixed and carried forward for mini competition evaluation purposes.
- 6.6 Following advice from our Legal advisers Trowers & Hamlins they recommended that agreement be sought from the Framework Constructor Partners to vary the Framework Agreement and enter into a Deed of Variation in order that the mini competition tender process could be undertaken with amended pricing models.
- 6.7 The implementation of the Deed of Variation mitigated the risk of the mini competition not proceeding and subsequently presented the Constructor Partners the opportunity to tender under more equitable and current market conditions.

- 6.8 The Deed of Variation will remove the fixed Preliminaries % derived from the framework tender and allow the Constructor Partners to submit revised prices based on current market conditions and construction costs.
- 6.9 Discussions with the Constructor Partners established that if the mini competition was undertaken on the basis of the submitted Preliminaries, OH&P % under the original ITT Framework, they would have declined the invitation to take part in the mini competition
- 6.10 The Major Capital Works Framework Agreement included for mini tender exercises to be carried out after two years and again after four years of the Framework Agreement to enable all the four Constructor Partners to tender for works beyond the first two years of the Framework.
- 6.11 Homes for Haringey advised the tendering Constructor Partners as part of the mini competition evaluation criteria and methodology that they reserved the right to allocate further Phase 9 and Phase 10 Packages of work to the appointed CPs as required in order to balance capacity and promote efficiency.

## **7. Contribution to strategic outcomes**

- 7.1 Approval of the Deed of Variation will allow Homes for Haringey to proceed with the mini competition tender process in line with our procurement strategy and successfully delivery the Housing Capital Programme of works.
- 7.2 Approval of the selection of the Constructor Partners and the award of contract AMPs following the mini competition tender process evaluation will allow Homes for Haringey to proceed in line with our procurement strategy and successfully deliver the Phase 9 and Phase 10

## **8.0 Leaseholder Implications**

- 8.1 Under the terms of their leases the lessees are required to make a contribution towards the cost of maintaining in good condition the main structure, the common parts and common services of the building. Such contributions are recovered by the freeholder through the lessee's service charge account.

## **9. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

### **9.1 Finance comments**

The costs of the works allocated to 2015-16 can be contained within the existing capital budget for Decent Homes work allocated for 2015-16. An indicative capital budget for 2016-17 was set as part of the Medium Term

Financial Strategy agreed by Cabinet in February 2015, the works in this report related to 2016-17 can be funded from that indicative budget. If the budget for future years changes as a result of ongoing capital strategy work then it will be necessary to review the agreed programme to ensure total spend remains within budget.

## **9.2. Procurement Comments**

- 9.2.1 The procurement for Phases 9 and 10 of the Housing Capital Works Programme has been undertaken by Homes for Haringey and their respective advisors in accordance with the Housing Capital Works Framework Agreement, the Agreement and the Deed of Variation.
- 9.2.2 Following consultation with legal, internal and external advisors involved in the procurement, the Deed of Variation does not constitute a material change under Article 72 of the Public Contract Regulations 2015.
- 9.2.3 Corporate Procurement has not undertaken an in-depth review of the procurement process; however has discussed the procurement process with the relevant advisors and is satisfied the procurement has followed due process.
- 9.2.4 The evaluation is aligned to that described in the Housing Capital Works Framework Agreement and the mini tender documentation that was distributed to bidders on the basis of Price 60% and Quality 40%. (Quality was based on the original Framework Agreement Quality submissions with the original scores carried over).

## **9.3. Legal**

- 9.3.1 Based on figures calculated by Homes for Haringey and provided the value of the variation is below the EU threshold for works and is within 15% of the anticipated contract value, Homes for Haringey's legal advisors have advised that the proposed variation complies with the Public Contracts Regulations 2015. Homes for Haringey have confirmed that the value of the variation is below the EU threshold for works and is within 15% of the anticipated contract value.
- 9.3.2 Homes for Haringey have confirmed that the mini-competition has been carried out in accordance with the Framework Agreement (as varied by the Deed of Variation). Therefore provided Cabinet approves the Deed of Variation the Assistant Director of Corporate Governance sees no legal reasons preventing Cabinet approving the award of the call-off contracts.
- 9.3.3 This is a key decision and Homes for Haringey have confirmed this has been included on the Forward Plan.
- 9.3.4 Subject to 9.3.2 above the Assistant Director of Corporate Governance sees no legal reasons preventing Cabinet from approving the recommendations in the report.

## **9.4. Equality**

Homes for Haringeys Asset Management Strategy 2010-2017 covers all investment in the councils housing stock including Decent Homes. An Equalities Impact Assessment was prepared when the strategy was formulated and the findings have been incorporated into the planning process for delivering the Housing Capital Programme. This includes ensuring that all residents receive the same standard of works and that specific language and other needs are identified and addressed

## **10. Use of Appendices**

### **10.1 Appendix A – Deed of Variation in relation to the Framework Agreement**

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**dated**

**The Mayor and Burgesses of the London Borough of Haringey**

**and**

**Homes for Haringey Limited**

**and**

**[ ]**

**Deed of variation in relation to a framework agreement**

## Deed of variation

**dated**

### Parties

- (1) The Mayor and Burgesses of the London Borough of Haringey of The Civic Centre, High Road, Wood Green, London, N22 4LE (the **Client**)
- (2) Homes for Haringey Limited (Company no. 5749092) whose registered office is at Alexandra House, 9<sup>th</sup> Floor, 10 Station Road, Wood Green, London N22 7TR (**HfH**)
- (3) **[.....]** (Company no. **[.....]**) whose registered office is at **[.....]** (the **Constructor**).

### Introduction

- (A) This deed is supplemental to the Principal Agreement.
- (B) Each in consideration of the others obligation under this Deed, the Parties have agreed that the Principal Agreement should be varied in the manner set out in this Deed.

### Agreed terms

#### 1 Definitions and interpretation

The definitions and provisions as to interpretation in the Principal Agreement apply in this deed unless the context requires otherwise.

**Principal Agreement** means a framework agreement dated [ ] and made between the Client, HfH and the Constructor.

#### 2 The Principal Agreement

##### 2.1 Variations

The Parties hereby agree that the Principal Agreement is varied as set out in this clause 2.1 and will from the date of this deed take effect and be read and construed accordingly.

- 2.1.1 in paragraphs 1 of Part 1 of Schedule 1 to the Principal Agreement, after the words "tendered rates in the Framework Price Framework" insert:

"(or such other rates as each Constructor Partner may have most recently tendered in connection with any Mini-Competition)"; and

- 2.1.2 paragraph 13 of Part 1 of Schedule 1 to the Principal Agreement is deleted.

##### 2.2 Principal Agreement continues otherwise

The Parties each hereby confirm that the covenants conditions and other matters contained in the Principal Agreement (except as varied by this deed) continue in full force and effect.

2.3 **Settlement**

The Constructor hereby releases and discharges the Client and HfH absolutely from all claims, rights and set-offs arising out of or in relation to this Deed of Variation whether presently known to the Parties or not as at the date of this Deed. The Constructor acknowledges and agrees that neither the Client nor HfH shall have any liability to the Constructor in relation to this Deed.

3 **Memorandum**

The Client and the Constructor will endorse a memorandum of this deed on their respective parts of the Principal Agreement.

4 **Contracts (Rights of Third Parties) Act 1999**

Nothing in this deed confers or purports to confer any rights on any person pursuant to the Contracts (Rights of Third Parties) Act 1999.

This deed has been executed as a deed and is delivered on the date stated at the beginning of it.

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**MINUTES OF THE CABINET MEMBER SIGNING**  
**THURSDAY, 29 OCTOBER 2015**

**Present:** Cllr Ann Waters, Cabinet Member for Children and Families.

**In Attendance:** Eveleen Riordan – Interim Joint Head of Education Services  
 Anton Francic - Interim Joint Assistant Director, Schools and Learning  
 Philip Slawther – Principal Committee Coordinator

<b>MINUTE NO.</b>	<b>SUBJECT/DECISION</b>	<b>ACTION BY</b>
<b>HSP105.</b>	<b>FILMING AT MEETINGS</b>  The Cabinet Member referred those present to agenda Item 1 as shown on the agenda in respect of filming at this meeting and asked that those present reviewed and noted the information contained therein.	
<b>HSP106.</b>	<b>URGENT BUSINESS</b>  None.	
<b>HSP107.</b>	<b>PROPOSED ADMISSION ARRANGEMENTS 2017/2018</b>  The Cabinet Member considered a report that sought approval to consult on the proposed admission arrangements for entry to school in the academic year 2017/2018 for Haringey's community and voluntary controlled nursery, infant, junior, primary, secondary and sixth form settings. The report proposed a change to the sibling oversubscription criterion for primary admissions arrangements. The report also sought Cabinet Member agreement to consult on the proposed In-Year Fair Access Protocol (IYFAP) for the coming year.  The Cabinet Member noted that the consultation would take place from 13 <sup>th</sup> November to 31 <sup>st</sup> December, which was a change to the dates given in the report (6 <sup>th</sup> November to 18 December). The Cabinet Member noted that the change did not present any issues in relation to compliance with the School Admissions Code 2014 or with meeting Cabinet deadlines for next January/February.  The Cabinet Member was advised that a representation had been received around removing the specific admission date for the sibling oversubscription criterion and that the representation would be considered as part of the consultation process. A subsequent report to Cabinet in February 2015 would provide an analysis of all representations received and would set out recommendations based on the responses received to the consultation.	

**MINUTES OF THE CABINET MEMBER SIGNING**  
**THURSDAY, 29 OCTOBER 2015**

	<p><b>RESOLVED</b></p> <ul style="list-style-type: none"> <li>I. That the proposed admission arrangements, including in year arrangements, for the academic year 2017/18 be agreed for public consultation;</li> <li>II. That the proposed In-Year Fair Access Protocol, which if agreed at Cabinet in February 2016 would be used from March 2016, be agreed for public consultation;</li> <li>III. That the co-ordinated scheme as set out in Appendices 2 and 3 of the report be published on the Haringey website on 1 January 2016;</li> <li>IV. That the proposed changes to the Council's primary school admission arrangements for the academic year 2017/18 as set out paragraphs 6.9 – 6.22 of the report, be noted;</li> <li>V. That the consultation on the proposed admission arrangements be noted as taking place between 13<sup>th</sup> November to 31<sup>st</sup> December 2015;</li> <li>VI. That following the consultation a report be taken to Cabinet on 9<sup>th</sup> February 2016, summarising the representations received from the consultation and recommending the final admission arrangements and the In-Year Fair Access Protocol..</li> </ul>	
<b>HSP108.</b>	<p><b>NEW ITEMS OF URGENT BUSINESS</b></p> <p>N/A</p>	

**MINUTES OF THE CABINET MEMBER SIGNING**  
**MONDAY, 2 NOVEMBER 2015**

**Present:** Cllr Jason Arthur, Cabinet Member for Resources and Culture.

**In Attendance:** Neville Murton – Head of Finance  
 Zakir Chaudhry – Policy Strategy Team Manager  
 Philip Slawther – Principal Committee Coordinator

<b>MINUTE NO.</b>	<b>SUBJECT/DECISION</b>	<b>ACTION BY</b>
<b>HSP109.</b>	<b>FILMING AT MEETINGS</b>  The Cabinet Member referred those present to agenda Item 1 as shown on the agenda in respect of filming at this meeting and asked that those present reviewed and noted the information contained therein.	
<b>HSP110.</b>	<b>URGENT BUSINESS</b>  None.	
<b>HSP111.</b>	<b>NEW DISCRETIONARY RATES RELIEF POLICY</b>  The Cabinet Member considered a report which sought approval for the release of the consultation on the proposed Discretionary Business Rates Relief Policy for a period of 11 weeks, from 12 <sup>th</sup> November 2015 to 28 <sup>th</sup> January 2016.  The Cabinet Member noted that there would be a cost impact to the Council, as offering relief would reduce the level of income received from Business Rates. However, the aim was to attract new businesses into Haringey and to generate growth. In order to limit the financial impact on the Council it was proposed that the relief could be time limited to a period of three years.  The Cabinet Member also noted that under Local Government Finance Act 1988 (as amended), Council Tax payers were a key stakeholder group that needed to be consulted with, and that any relief granted should be in the interests of Council Tax payers.  In response to a question on how other key groups would be engaged with on these proposals, Officers advised that a number of consultation meetings would be held with different stakeholders to ensure that a wide array of responses was sought. Officers also advised that the Chancellor's Autumn Statement may include changes to national reliefs for small business and reoccupation relief and that these had not been specifically included in the consultation as the Autumn Statement was not due until 25 <sup>th</sup> November.	

**MINUTES OF THE CABINET MEMBER SIGNING**  
**MONDAY, 2 NOVEMBER 2015**

	<p>In response to a question about whether the relief policy could be targeted to a specific group, without having explicitly targeted the consultation process to that group, officers advised that if required proposals could be formalised during the Council's budget setting process.</p> <p>The Cabinet Member requested that ward Councillors be updated about consultation meetings within their wards.</p> <p><b>RESOLVED</b></p> <p>I). That the Council consult on its Discretionary Business Rates Relief Policy for a period of 11 weeks, from 12<sup>th</sup> November 2015 – 28<sup>th</sup> January 2016; and</p> <p>II). The consultation sought views on the following proposals:</p> <ul style="list-style-type: none"> <li>a) Introducing a new criteria for private organisations which specifically supports growth of the B1 class enterprises;</li> <li>b) Incorporate the option into a new policy to offer support to initiatives that support our aim to have thriving high streets and 'kick start' regeneration projects and developments;</li> <li>c) Changing the level of relief we currently offer to some types of VCO that will bring us into line with neighbouring boroughs and takes into consideration the social value contribution to Haringey and our residents.</li> </ul>	Zakir Chaudhry
<b>HSP112.</b>	<p><b>NEW ITEMS OF URGENT BUSINESS</b></p> <p>N/A</p>	

**Report for:** Cabinet 15 December 2015

**Item number:** 25

**Title:** Delegated Decisions and Significant Actions

**Report**

**authorised by :** Nick Walkley, Chief Executive

Bernie Ryan AD Corporate Governance

**Lead Officer:** Ayshe Simsek

**Ward(s) affected:** Non applicable

**Report for Key/**

**Non Key Decision: Information**

**1. Describe the issue under consideration**

To inform the Cabinet of delegated decisions and significant actions taken by Directors.

The report details by number and type decisions taken by Directors under delegated powers. Significant actions (decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

**2. Cabinet Member Introduction**

Not applicable

**3. Recommendations**

That the report be noted.

**4. Reasons for decision**

Part Three, Section E of the Constitution – Responsibility for Functions, Scheme of Delegations to Officers - contains an obligation on officers to keep Members properly informed of activity arising within the scope of these delegations, and to ensure a proper record of such activity is kept and available to Members and the public in accordance with legislation. Therefore, each Director must ensure that there is a system in place within his/her business unit which records any decisions made under delegated powers.

Paragraph 3.03 of the scheme requires that Regular reports (monthly or as near as possible) shall be presented to the Cabinet Meeting, in the case of executive functions, and to the responsible Member body, in the case of non executive functions, recording the number and type of all decisions taken under officers' delegated powers. Decisions of particular significance shall be reported individually.

Paragraph 3.04 of the scheme goes on to state that a decision of “particular significance”, to be reported individually by officers, shall mean a matter not within the scope of a decision previously agreed at Member level which falls within one or both of the following:

- (a) It is a spending or saving of £100,000 or more, or
- (b) It is significant or sensitive for any other reason and the Director and Cabinet Member have agreed to report it.

**5. Alternative options considered**

Not applicable

**6. Background information**

To inform the Cabinet of delegated decisions and significant actions taken by Directors.

The report details by number and type decisions taken by Directors under delegated powers. Significant actions) decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

Officer Delegated decisions are published on the following web page <http://www.minutes.haringey.gov.uk/mgDelegatedDecisions.aspx?bcr=1>

**7. Contribution to strategic outcomes**

Apart from being a constitutional requirement, the recording and publishing of executive and non executive officer delegated decisions is in line with the Council's transparency agenda.

**8. Statutory Officers comments (Chief Finance Officer (including procurement), Assistant Director of Corporate Governance, Equalities)**

Where appropriate these are contained in the individual delegations.

**9. Use of Appendices**

The appendices to the report set out by number and type decisions taken by Directors under delegated powers. Significant actions (Decisions involving expenditure of more than £100,000) taken during the same period are also detailed.

**10. Local Government (Access to Information) Act 1985**

Background Papers

The following background papers were used in the preparation of this report;

Delegated Decisions and Significant Action Forms

Those marked with ♦ contain exempt information and are not available for public inspection.

The background papers are located at River Park House, 225 High Road, Wood Green, London N22 8HQ.

To inspect them or to discuss this report further, please contact Ayshe Simsek on 020 8489 2929.

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## Chief Operations Officer

### Significant decisions - Delegated Action - For Reporting to Cabinet on 15 December 2015

♦ Denotes background papers are Exempt.

No	Date approved by Director	Title	Decision
1.	07.10.15	<b>Noel Park Estate Phase 1 (Street Properties) Decent Homes Programme 2015/16</b>	<p>To approve the Agreed Maximum Price (AMP) for Noel Park Estate Phase 1 (Street Properties) Decent Homes Project. This project forms part of the phase 8 Decent Homes Programme 2015/16. The Chief Operations Officer after consultation with Cabinet Members for Regeneration and Housing and Finance has approved the AMP of £6,482,045.61.</p> <p><i>At the Cabinet Meeting of the 12 November 2013 Members resolved that approval of individual AMPs for contracts let under the Major Works Framework up to the value of £6.5m, be delegated to the Director of Adult and Housing Services after consultation with the Cabinet Members for Regeneration and Housing and for Finance, Employment and Carbon Reduction. The role of Director of Adult and Housing Services no longer exists and these duties are now included in the duties of the Chief Operating Officer. Therefore the Assistant Director of Corporate Governance sees no legal reasons preventing the Chief Operating Officer from approving the recommendations in the report.'</i></p>
2.	07.10.15	<b>Door Entry/CCTV/Concierge &amp; Electrical Works South Tottenham 01 Phase 3</b>	<p>To approve the Agreed Maximum Price (AMP) for the Mechanical &amp; Electrical (M&amp;E) works for South Tottenham ST 01 Phase 3 Project. This project forms part of the M&amp;E programme within the Housing Capital programme 2015/16. The Chief Operations Officer after consultation with Cabinet members for Regeneration and Housing and Finance has approved the AMP for £774,464.82.</p> <p><i>'At the Cabinet Meeting of the 12 November 2013 Members resolved that approval of individual AMPs for contracts let under the Major Works Framework up to the value of £6.5m, be delegated to the Director of Adult and Housing Services after consultation with the Cabinet Members for Regeneration and Housing and for Finance, Employment and Carbon Reduction. The role of Director of Adult and Housing Services no longer exists and these duties are now included in the duties of the Chief Operating Officer. Officers have carried out the appropriate statutory leaseholder consultation. Therefore the Assistant Director of Corporate Governance sees no legal reasons preventing the Chief Operating Officer from approving the recommendations in the report.'</i></p>

Chief Operations Officer

Significant decisions - Delegated Action - For Reporting to Cabinet on 15 December 2015

♦ Denotes background papers are Exempt.

No	Date approved by Director	Title	Decision
3.	08.09.15	Haringey Race & Equality Council (HREC)	One off payment grant of 80K agreed on the 8 <sup>th</sup> September 2015
4.			

Delegated Action	
Type	Number

SLT Officer Signature 

Date 26.10.15

# DIRECTORATE OF REGENERATION, PLANNING AND DEVELOPMENT

## Significant decisions - Delegated Action 2015/2016 -- November 2015

♦ denotes background papers are Exempt.

No	Date approved by Director	Title	Decision
1. ♦	30.10.15	Acquisition of properties under the Council's Right to Buy acquisition programme	Purchase of property known as 31 Marriott Road, N10 1JJ as part of the Council's Right to Buy acquisition programme in the sum of £415,000
2.	02.11.15	Decision under Delegated Authority re: Disposal of commercial interest	For the Director of Regeneration, Planning and Development to approve the disposal of commercial interest in 209 Langham Road, N15 3LH Purchase price: £400,000
<b>Delegated Action</b>			
Type	Project	Value	Number
Request for implementation of CSO 10.01.2	Appointment of Specialist Rights of Light Surveyors – Northumberland Development Project Lyn Garner 29.09.15	£25,000	

Submission authorised by:



Lyn Garner  
Director of Regeneration, Planning and Development

Date: 02.12.2015

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