Appendix 6A – Responsible Authority Representations

I am writing as the Licensing Authority Responsible Authority in making this representation against the above named application. It is recognised that local licensing decision making is an administrative and evaluative process requiring a proportionate balancing exercise, that allows all parties to consider the specific locality alongside the details of the application.

The Licensing Authority representations are primarily concerned with the three licensing objectives;

• Preventing gambling from being a source of crime and disorder, being associated with crime or disorder or being used to support crime

· Ensuring that gambling is conducted in a fair and open way

 \cdot Protecting children and other vulnerable persons from being harmed or exploited by gambling.

As a result of the premises licence application being received by Haringey Council for an **Adult Gaming Centre (AGC)**, the licensing authority have examined the area of where the AGC will be sited. Green Lanes is a very busy thoroughfare that runs between Turnpike Lane and Manor House underground station. It has its own unique mix of problems such as street drinkers, high levels of anti social behaviour, crime and disorder for many years.

This area consists of numerous social issues arising from an increased presence of street begging rough sleepers and illegal street gambling. An adult gaming centre would certainly be a draw these groups as place of shelter, it could potentially be a magnet to these individuals already finding it difficult to maintain any kind of day to day social interaction.

It is recognised that the location of the proposed premises is an important consideration. The unit is based at 513 Green Lanes, Hornsey, London N4 1AN which is a main thoroughfare for children and young people travelling to and from school or other activities, as well as for commuters using the nearby underground stations. Special consideration should be given to the close proximity of the vulnerable people in the immediate locality.

There are parts of Haringey that already has existing AGCs which of themselves have seen crime in terms of criminal damage to the machines from frustrated customers and also staff being attacked by customers who have lost money. Due to Covid-19, the Metropolitan Police currently are unable to provide geographical mapping datasets for crime within the immediate locale of the applicant site. We are aware as a Licensing Authority through our regular liaisons with the Police, businesses and residents the locality that there is a high volume of crime that happens within close proximity of this location. This can range in scope from low level Anti-Social Behaviour to extremely serious offences.

I have concerns that there are already a high level of vulnerable people in the vicinity of 513 Green Lanes, Hornsey, London N4 1AN adults as well as children. A premises like this could potentially cause more harm to these vulnerable people where they would not be sufficiently safeguarded.

The location of the betting establishments in this regard provides for an environment in which gambling activity may be closely and prominently observed. Whilst we do not suggest that the applicant proposes to advertise in such a way as to make betting attractive to children, the LSC is asked to consider whether the location of this particular premises acts to normalise and thereby inadvertently promote gambling to children and young persons, and other vulnerable persons.

Within the Councils own Local area profile the location is deemed as being at high overall risk of gambling related harm, and generally considered inappropriate for further gambling establishments, which could potentially raise the risk of gambling related harm to vulnerable people.

Living, working and existing in this area. Operators are asked to consider very carefully whether seeking to locate new premises within this area would be consistent with the licensing objectives and the local risks identified.

Taking into account these matters the licensing authority take the view that there are insufficient conditions that could be offered to meet these concerns. Given these concerns in the locality the LSC is urged to not grant the licence.

If the LSC does not agree with this representation then under the licensing objectives, I would suggest the following;

• Preventing gambling from being a source of crime and disorder, being associated with crime or disorder or being used to support crime

- Reduced operating hours to ensure the premises operates between 8am and 23pm Monday Sunday including Bank Holidays.
- That no lone working is done from noon until closing time each day.
- A comprehensive CCTV system shall be installed and maintained on the premises as required by the Metropolitan Police Licensing Team. CCTV should cover the following:
 - All entry and exit points to and from the premises enabling frontal identification of every person entering under any light conditions
 - The areas of the premises to which the public have access (excluding toilets)
 - Gaming machines and the counter area
- The CCTV shall continue to record activities 24 hour a day for 31 days.
- CCTV shall be made available for the police viewing at any time with minimum delays when requested.
- The premises shall display notices near the entrance of the venue stating that CCTV is in operation.
- A monitor shall be placed inside the premises above the front door showing CCTV images of customers entering exiting the premises.
- There shall be no pre-planned single staffing at any time.
- There will be a minimum of **2** staff present at all times when the premises is open.
- The Licensee shall implement a policy of banning any customers who engage in crime or disorder within or outside the premises.
- The licensee will refuse entry to customers who appear to be under the influence of alcohol or drugs.
- A magnetic locking device, commonly referred to as a Maglock will be installed and maintained on the main entrance/exit to the premises which will be operable from the ground floor cashier counter by staff.

- An incident log shall be kept for the premises and made available on request to an authorised officer of the City Council or the Police which will record the following;
- All crimes reported to the venue
- Any complaints received regarding crime and disorder
- Any incidents of disorder
- Any faults in the CCTV system; and
- Any visit by a relevant authority or emergency service.
- The licensee shall ensure that all seating within the premises are either secured to the floor or are weighted to prevent lifting
- The licensee shall install and maintain an intruder alarm on the premises.
- The premises shall install and maintain a panic button behind the cashiers counter.
- The licensee will ensure that customer toilets are checked every hour for evidence of drug taking. Toilet checks are to be documented stating the time and member of staff who made the checks.
- The Licensee shall take all reasonable steps to prevent street drinking of alcohol directly outside the premises and to ban from the premises those who do so.
- The Licensee shall place a notice visible from the exterior of the premises stating that customers drinking alcohol outside the premises is not permitted and those who do so will be banned from the premises.

Protecting children and other vulnerable persons from being harmed or exploited by gambling.

- The Licensee shall maintain a bound and paginated 'Challenge 25 Refusals' register at the premises. The register shall be produced to the police or licensing authority forthwith on request.
- Prominent signage and notices advertising the Challenge 25 will be displayed showing the operation of such policy.
- Third party testing on age restricted sales systems purchasing shall take at least twice a year and the results shall be provided to the Licensing Authority upon request.
- A Challenge 25 proof of age scheme shall be operated at the premises where the only acceptable forms of identification are recognised photographic identification cards, such as a driving licence, passport or proof of age card with the PASS Hologram.

Ensuring that gambling is conducted in a fair and open way

- Prominent GamCare documentation will be displayed at the premises.
- The licensee shall: provide training on the specific local risks to the licensing objectives that have been identified for these premises as part of the staff induction training programme. periodically provide refresher training to all of its staff working at these premises on the specific local risks to the licensing objectives. Participation in this training shall be formally recorded on each member of staffs training records which, if requested will be presented to the Licensing Authority as soon as practicable.
- The Licensee shall train staff on specific issues related to the local area and shall conduct periodic refresher training. Participation in this training shall be formally recorded and the records produced to the police or licensing authority upon request.
- New and seasonal staff must attend induction training and receive refresher training every six months.
- There shall be no cash point or ATM facilities on the premises



Public Health objection to 513 Green Lanes, N4 1AN

Maria Ahmad and Marlene D'Aguilar Health in All Policies Officer, Public Health

4th May 2021

Summary

Public Health has concerns under the three licensing objectives:

- Preventing gambling from being a source of crime or disorder, being associated with crime or disorder, or being used to support crime
- Ensuring that gambling is conducted in a fair and open way
- Protecting children and other vulnerable persons from being harmed or exploited by gambling

Public Health strongly objects to a New Adult Gaming Centre (AGC) being proposed at Green Lanes. The proposal is located in a deprived area with a proximity to several schools and a health care facility. There are already two other AGCs within 3 mins walk between and 2 gambling premises on the high road. The applicant has no regard to the locality or presence of children. The overconcentration of gambling premises has a negative impact on the health and wellbeing of our residents. Therefore, there is a strong need to safeguard the area from over-concentration of gambling premises and protect our vulnerable communities.

Location

There is 2 Adult Gaming Centre on the high road in proximity to the proposed premises.

Golden Slots, 48 Grand Parade, Tottenham, London, N4 1AG (0.2 miles, 3 min walk)

Future Leisure 519 Green Lanes, Tottenham, London, N4 1AG (less than 1 min walk)

(To note, we have had a recent planning permission for an AGC at 120A-122 Green Lanes)

And 2 other gambling premises on Green Lanes

Ladbrokes Coral ltd, 56-57 Grand Parade, Tottenham, London, N4 1AF (0.3 miles, 5 min walk) Paddy Power, Betting Office, 507 Green Lanes, Hornsey, London, N4 1AL (less than 1 min walk) There are three schools, one nursery and a children's centre located within 500-meter radius of the premises including:

Woodlands Park Nursery and Children's Centre, Browns Bears Nursery, South Harringay Junior School, South Harringay Infant School, Saint John Vianney Roman Catholic School

We are concerned the appeal of AGCs gaming machines to young people compared with betting shops, and the deliberate proximity of these premises to schools.

Deprivation

The Harringay area is one of the most deprived areas in London and the proposal of another Adult Gaming Centre will make matters worse for the residents in terms of health and wellbeing.

Harringay ranks high in all risk factors associated with gambling-related harm in individuals such as a Ward with high deprivation indices, increased number of residents on Universal Credit, high numbers of people who are rough sleeping, a high percentage of residents from minority ethnic background, families from very low median household income, high unemployment rates, high level of long-term health condition and disability (which may include mental health issues).

An analysis of the number of gambling premises in Haringey illustrates there are 3.1 betting shops, adult gaming centres and bingo per 10,000 of the population (figure 2) which is much higher than the national average of 1.6 per 10,000¹. At a Ward level, it shows Harringay Ward has a high number of gambling premises, with nearly 3 premises per 10,000 of the population.

From figure 1 we can see gambling premises are more prominent and clustered in deprived areas, where most of our ethnic minorities live.

The applicant has mentioned Talarius Limited, sister company of Luxury Leisure, has long operated the AGCs at:

Admiral, 9 High Road, Wood Green, N22 6BH

Admiral, 117 High Road, Wood Green, N22 688

Admiral, 475 and 4754 (Gold Room) High Road, London, N17 6QA.

AGCs are being disproportionately located in places where people can least afford to gamble, this is referred to as "clustering". There are already sufficient number of AGCs, particularly the high street, which is maximising the number of gaming machines in the area.

A paper published in the Journal of Gambling Studies by social research institute NatCen in December 2012 showed that the greatest concentration of gambling machines could be found in Britain's most deprived areas, 'with the highest density of machines mirroring the profile of those most at risk of experiencing harm from gambling'.

^{1 1} According to the gambling commission there were 10,590 betting shops and bingo halls in the UK in March 2018, and according to population estimates by ONS the UK population in 2017 was 66.05 million; this gives a betting shop/bingo hall per 10,000 people of 1.6 ⁽¹⁵)

Ward	Ward Population	Number of Betting shops, Adult Gaming centres and Bingo	Premises per 10,000
Alexandra	11,758	1	0.9
Bounds Green	14,998	3	2
Bruce Grove	14,820	5	3.3
Crouch End	12,315	2	1.6
Fortis Green	6,341	2	3.1
Harringay	14,243	4	2.8
Hornsey	13,003	2	1.5
Muswell Hill	10,636	0	0
Noel Park	12,787	14	10.9
Northumberland Park	9,224	6	6.5
Seven Sisters	17,744	3	1.6
St. Ann's	14,434	5	3.5
Tottenham Green	16,516	4	2.4
Tottenham Hale	10,250	5	4.9
West Green	9,652	3	3.1
White Hart Lane	7,882	1	1.3
Woodside	10,724	5	4.7
	207,327	65	3.1

Figure 1. Gambling premises (betting shops, adult gaming centres, bingo only) per 10,000 of population in Haringey.

Figure 1 – Gambling premises (betting shops, adult gaming centres, bingo only) per 10,000 of population in Haringey

Problem Gambling and Vulnerable Groups Most Affected

We must recognise that gambling does not place the onus on individual responsibility, but instead it can be a health-harming activity to anyone because of the addictive nature of products, their ease of access, and the way they are promoted.

There is strong research that gives a clearer picture of those who are likely to be more vulnerable to gambling harm². Amongst the groups where the evidence base for vulnerability is strongest include those with a history of mental ill-health, substance abuse or gambling addiction; people with learning disabilities/difficulties; immigrants; homeless people; the unemployed or those on a low income. This could include area-based vulnerability, such as demographics and areas of deprivation (London Council A 'whole council' approach to gambling, 2018)³.

https://www.gamblingcommission.gov.uk/PDF/GLA5.pdf

 ² Gambling Commission (2016) Guidance to licensing authorities: 5th edition (September 2015, Parts 17, 18 & 19 updated September 2016). Retrieved 28 March 2019 from

³ Gambling and Public Health.pdf (londoncouncils.gov.uk)

Mental Health

The proposed premises is in proximity to mental health care facilities at St Ann's hospital and the drug outreach team, which means there is a high level of people with mental health and substance misuse problems concentrated in the area.

Haringey has one of the highest levels of mental health illnesses in London. 29 per 1,000 living in Haringey are on Employment and Support Allowance (ESA) claimants for mental and behavioural disorders. This is higher than the London (22.5 per 1,000) and England (27.3 per 1,000) averages (PHE, 2019).

The estimated prevalence of common mental disorders in Haringey for ages 16 and over is 22.3%, which is higher in London (19.3%) and England (16.9%) (PHE, 2017). The COVID-19 pandemic has had different and disproportionate impacts on people, especially a significant negative impact on the mental health of residents, there has been an 8.1% increase in mental distress (more for vulnerable and marginalised groups, including children and young people).

Access to gambling venues increases gambling activity and problem gambling. Problem and pathological gambling are linked to poor health, low level and severe mental health problems and a co-dependence on alcohol.

People Rough Sleeping

Haringey has also seen an increase in the number of people who are rough sleeping with a range of overlapping and multiple disadvantages, such as addiction, poor physical and mental health, contact with institutions as children or adults and offending histories and experiences of trauma. There were a high number of Streetlink referrals (alerts raised by members of the public) made about people sleeping rough in the N4 postcode and it was a key area of activity for the outreach team.

Gambling problems are more prevalent in the population facing homelessness than the general population, 11.4% of the homeless population is found to have a problem gambling. 61.5% of participants with some level of gambling risk had problems before homelessness, 15.4% reported experiencing problems after homelessness (Sharman, et al. 2016)⁴.

Another research reinforces the assertion that problem gambling is a significant issue within the homeless population and is more commonly a cause than a consequence of homelessness (Sharman, Dreyer & Clark 2012).

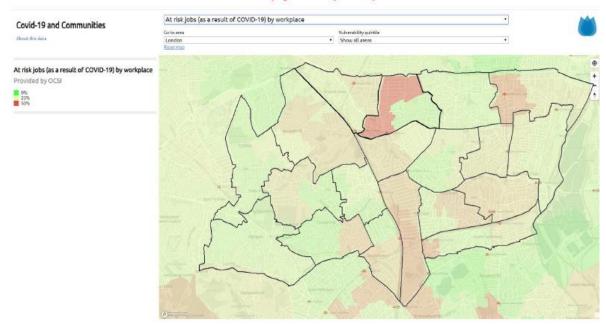
Substance Abuse

There is frequently a link with alcohol or drugs as a way of coping with anxiety or depression caused by gambling problems (Griffiths, Parke & Wood, 2002). Availability of opportunities to gamble and the incidence of problem gambling within a community are known to be linked (Griffiths, 2003a;

⁴ Sharman, S., Dreyer, J., Clark, L., and Bowden-Jones, H. (2016) *Homeless and gambling: a complex relationship*. Available at: http://eprints.lincoln.ac.uk/24974/1/CRS_Poster.pdf

Abbott & Volberg, in press). As a result, the proposal use of the premise will attract a high level of residents who are highly dependent on alcohol and drugs.

Ducketts Common is a key location known to have an open drug market, this is 0.5 miles away from the proposed premises. The hotspots for arrests for drug offenses in Haringey extend from Green Lanes / Bowes Road, southwards to Turnpike Lane (Metropolitan Police recorded crime data, 2018).



Unemployment or Low Income Groups

Jobs at Risk as a Result of COVID (by Workplace)

Analysis by Oxford Consultants for Social Inclusion concluded that up to 1/3 of all jobs are at risk due to COVID-19, based on Furlough data published from the ONS at the end of April. The map for Haringey shows the most at risk area being Harringay Ladder South (35.7%).

Harringay Ward has high levels of employment and income deprivation in the borough (Figure 2 and 3). This is in line with London (7.3%). In Harringay, 263.2 claimants per 10,000 residents claim benefit principally for the reason of being unemployed. This is above both the Haringey and London levels (251.8 per 10,000 residents and 201.7 per 10,000 residents respectively). The rate of claimants in Haringey is almost 25% higher than the London rate.

During COVID, Haringey experienced the largest increase in unemployment claimant for benefits among the 11 Central London Boroughs and has now become the 6th highest in the UK. Of those who were in work in February 6% (660 households) had lost their job by May 2019.

Academics at the University of Oxford tracked the links between gambling spend and problems experienced by 6.5 million Lloyds Banking Group customers over seven years (not exclusive to remote gambling). The top 1% of gamblers spent 58% of their income and one in ten spent 8% on gambling. People who bet even relatively small sums were more likely to suffer financial hardship and unemployment, while heavier gamblers died earlier. Once someone spent 3.6% of monthly outgoings on gambling, they were one third more likely to miss a mortgage payment, 22% more

likely to use an unplanned overdraft, and 19% more likely to take a payday loan. The researchers also traced gambling spend over a seven-year period, identifying increased rates of unemployment, disability and "substantially increased mortality" at the highest levels of gambling.

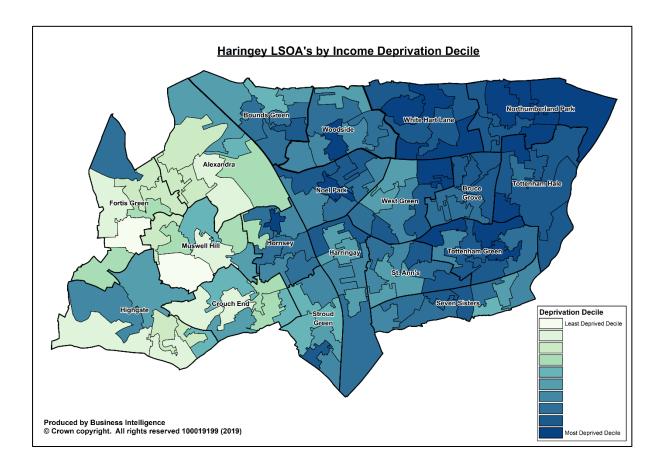


Figure 3. Pre-COVID income deprivation

Gambling as a source of crime or disorder, being associated with crime or disorder, or being used to support crime

Much of the focus on gambling-related crime tends to be upon problem gamblers. Criminal behaviour is most commonly associated with problem gamblers as problem gamblers spend more than their disposable income and often have to resort to criminal activity as a way of getting money to carry on gambling and repay associated debt problems⁵.

The rate of crime in Haringey is more than 18% above the London rate. The high level of crime impacts upon the quality of life of local residents and those using the area.

⁵ http://irep.ntu.ac.uk/id/eprint/3692/1/205959_8217%20Griffiths%20Publisher.pdf

Protecting children and other vulnerable persons from being harmed or exploited by gambling

There are 3 schools, one nursery and a children's centre nearby and the proposal is located along a busy section of Green Lanes. The area has a good extensive transport links such as bus stops located close to the premises and Harringay Green Lanes overground station, which is used by children and young people travelling to and from school or other activities. The increase gambling premises outlets are located close to transport hubs. Children and young people passing the concentration of gambling businesses normalises the harmful culture of gambling amongst children and is seen as a 'high street activity'. According to a recent study, 70% Young People (11-24 year olds) noticed gambling adverts in betting shops on the high street, window displays as well as promotions on shop floors and near tills⁶. We do not want AGCs to replicate the business model of betting shops on advertising exposure.

Between late 2019 to February 2020 children and parents focus groups were conducted as part of the Schools Superzone Project, <u>https://www.haringey.gov.uk/social-care-and-health/health/public-health/schools-superzones</u>). The parents commented on the large volume of gambling shops in close proximity to each other and one parent expressed concern about the influence this would have on children and their development, with concerns raised about the possibility of enabling gambling addictions in the future.

Given the evidence we have presented we do not believe the applicant is able to mitigate the harms sufficiently due to the nature of their business and the already oversaturated gambling premises within the area.

We must seek to address the needs of our local community and ensure the voice of our residents are considered in planning, particularly if residents highlight that a new proposal may negatively impact their wellbeing or harm their local community.

Linking with the Borough Plan Priorities

"A Haringey where strong families, strong networks and strong communities nurture all residents to live well and achieve their potential".

The location of the proposed premises targets the poorer communities and it becomes harder for the health inequalities gap to close. If the planning application is to be granted it will not align with the Borough Plan (https://www.haringey.gov.uk/sites/haringeygovuk/files/borough_plan_2019-23.pdf) to reduce health inequalities, create healthy spaces and neighbourhoods for children and give children the best start in life and will not demonstrate our preventative efforts to support families and enhance mental wellbeing.

If this licensing application is not rejected, we suggest that consideration be given to:

- No gambling advertising and sponsorship especially on the shop frontage (if any) to protect young people from exposure to gambling. Some space must be dedicated to responsible gambling messages.
- At least two staff working at the premises at all times. Appropriate staffing levels are key to the detection and mitigation of harmful play.

⁶ <u>The effect of gambling marketing and advertising on children, young people and vulnerable adults -</u> <u>Final Report - Ipsos MORI</u>

- First Aid Training given to all staff
- The applicant shall take reasonable steps to prevent nuisance directly outside the premises.

Gambling literate customers with access to advice and assistance are less likely to have be harmed or exploited by gambling. Gambling should be pursued for entertainment, not the expectation of big wins, or chasing losses. As such, we also expect premises as a minimum to:

- Provide leaflets aimed at customers and their families/friends, which will include how to identify signs of problem gambling and pathways to advice and assistance e.g. helpline number, online counselling facility, local counselling provider.
- Players who have been on the premises for a significant amount of time or who staff have observed have lost significant sums of money, should be approached in an attempt to understand if they are losing more money than they can afford to lose.
- Display the odds of each gaming machine prominently on the machine.
- Offer players time or monetary limits to help them manage their gambling.



POLICE REPRESENTATION

Name and address of premises:

Type of Application: New Premises Licence ADMIRAL Adult Gaming Centre at 513 Green Lanes, Haringey, London, N4 1AN

If this application were granted in full or part, I would recommend the following alterations be made to the licence conditions. I also suggest that additional conditions be attached to the licence, as set out below, to further promote the licensing objectives.

I wish to make representation on the following:

Prevention of crime and disorder

A digital CCTV system to be installed in the premises.

Cameras must be sited to observe the entrance doors from the inside.

Cameras on the entrances must capture full frame shots of the heads and shoulders of all people entering the premises i.e. capable of identification.

Cameras must be sited to cover all areas to which the public have access including any outside smoking area.

Cameras must record whilst members of the public are frequenting the premises.

Provide a linked record of the date, time of any image.

Provide good quality images - colour during opening times.

Have a monitor to review images and recorded quality.

Be regularly maintained to ensure continuous quality of image capture and retention.

Member of staff trained in operating CCTV at venue during times open to the public.

Digital images must be kept for 31 days. The equipment must have a suitable export method, e.g. CD/DVD writer so that Police can make an evidential copy of the data they require. Copies must be available within a reasonable time to Police on request.

2) Log Book An incident log shall be kept at the premises, it will be in a hardback durable

format handwritten at the time of the incident or as near to as is reasonable and made available on request to the Police, which will record the following:

- (a) all crimes reported to the venue
- (b) all ejections of patrons
- (c) any complaints received
- (d) any incidents of disorder
- (e) any faults in the CCTV system
- (g) any visit by a relevant authority or emergency service.

If these conditions were accepted in full I would withdraw my representation.

Officer: Matt Fitzpatrick Licensing Officer Haringey Police

Matthew.Fitzpatrick@Met.Police.UK

Date: 28/04/2021

From:	Elizabeth Speed
To:	Roye Chanel
Cc:	Tracey Rose; Licensing; Matthew.Fitzpatrick@Met.Police.UK
Subject:	FW: METROPOLITAN POLICE REPRESENTATION: Application for a New Gambling AGC Premises Licence - Admiral, 513 Green Lanes, Hornsey, London N4 1AN (WK/494780) PART 1
Date:	29 April 2021 17:50:02
Attachments:	Reps Admiral Adult Gaming Centre.docx
Importance:	High

Dear Chanel

Further to your email below, I confirm that we agree to the conditions requested in the attached Representation, which I trust is now accordingly withdrawn.

Should you have any questions please do not hesitate to contact me.

Yours sincerely,

Elizabeth Speed Group General Counsel **Novomatic UK** Mobile +44 (0) 7808 571 588 <u>espeed@novomatic.co.uk</u>

From: Roye Chanel <Chanel.Roye@haringey.gov.uk> On Behalf Of Licensing
Sent: 28 April 2021 16:20
To: Elizabeth Speed <espeed@novomatic.co.uk>
Subject: METROPOLITAN POLICE REPRESENTATION: Application for a New Gambling AGC
Premises Licence - Admiral, 513 Green Lanes, Hornsey, London N4 1AN (WK/494780) PART 1
Importance: High

Dear Sir/Madam,

Please find attached a representation from The Metropolitan Police. Please advise your course of action.

Kind regards

Chanel Roye - Licensing Administrator

Please <u>do not</u> send applications by post or visit our office.



Licensing Authority I

1st Floor I River Park House I 225 High Road I Wood Green I London I N22 8HQ

Tel: 020 8489 5544

If you need to report something please log it here: **<u>Report It</u>** or use our Online Service: <u>**Contact**</u> **<u>Frontline</u>** Why wait when you can <u>do it online</u>?

twitter@haringeycouncil

facebook.com/haringeycouncil

Please consider the environment before printing this email.

From: <u>Matt.Fitzpatrick@met.police.uk</u> <<u>Matt.Fitzpatrick@met.police.uk</u>> On Behalf Of

NAMailbox-.Licensing@met.police.uk

Sent: 28 April 2021 08:31

To: Licensing <<u>Licensing@haringey.gov.uk</u>>

Subject: RE: Application for a New Gambling AGC Premises Licence - Admiral, 513 Green Lanes,

Hornsey, London N4 1AN (WK/494780) PART 1

Hi Chanel

Please see our reps

Kind Regards

Matt

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