



Islington's Core Strategy

February 2011

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Part of
Islington's
Local
Development
Framework



Adopted 17 February 2011

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1 Introduction

- 1.0.1** The council plays an important role in shaping Islington's future. We have ambitious plans to reduce disadvantage and to make Islington a place where everyone is able to make the most of opportunities. One way the council realises its aims is through the use of its planning powers. The Core Strategy sets out new planning policies for the borough: when complete, these will support the council in its place-shaping role.
- 1.0.2** The council can only succeed in its aims by working with key partners such as the police, health service, and local universities as well as with local communities. Before preparing this draft we carried out extensive consultation. We have:
- worked with a range of service providers; for example, the Primary Care Trust and universities
 - met with the local business community including the Angel Business Improvement District Board
 - asked residents for their views - we received responses from over 2,200 individuals during the initial consultation on Issues and Options
 - carried out focused consultation with our citizens' panel, with local disabled people, and with young people.
- 1.0.3** Planning policies are meant to make a difference, therefore, it is very important that they are based on sound evidence. As well as listening to, and working with, others we have also developed our technical evidence base. The full evidence base is available at our office ⁽¹⁾ and on our website ⁽²⁾. This includes:
- studies on employment and open space
 - an assessment of the housing market and of housing need
 - an economic assessment of policies that seek affordable housing.
- 1.0.4** In addition, we consider the likely effects of policies. The Core Strategy is assessed by a Sustainability Appraisal and an Equalities Impact Assessment. The Sustainability Appraisal considers the likely economic, social and environmental impacts of the proposed policies and includes a Health Impact Assessment. The Equalities Impact Assessment looks at the implications of different policies on equalities groups (race, gender, disability, sexuality, age and religion/belief). The ongoing review of the implications of policy is important in establishing their effects on people and place. A review of policy performance is set out each year in the Annual Monitoring Report. As a result the Core Strategy will need to be reviewed and updated to ensure the policies within it are relevant, effective and reflect equalities and sustainability considerations. These documents are also available at our office and on our web page <http://www.islington.gov.uk/planningpolicyconsultations>.

1 The Municipal Offices, 222 Upper Street N1, 1XR

2 http://www.islington.gov.uk/Environment/Planning/planningpol/local_dev_frame/pol_evidence/

1 Introduction

1.0.5 Where possible we have sought to accommodate the full range of opinion but it is never possible to identify a single approach with which everyone will agree. Following the extensive public consultation in the Autumn of 2008 and during 2009, we continued to seek agreement over the policy choices. The final policy choices in the Core Strategy are a product of this ongoing engagement, as well as policy requirements set out at the national and regional level.

The Core Strategy in context

1.0.6 The Core Strategy should be seen alongside the **Sustainable Community Strategy**, which sets out priorities for action by the council and its partners in the Islington Strategic Partnership, and the **London Plan**, which sets out the Mayor of London's priorities for the city. One of the Mayor's key objectives within the London Plan is to address inequality amongst Londoners, by ensuring that all Londoners benefit from economic growth, and are engaged in the development process. In line with the London Plan, this Core Strategy reflects the commitment to reduce inequality in the borough.

1.0.7 The Islington Strategic Partnership (ISP) brings together a range of service providers, including the police, universities and the voluntary sector, who will help to deliver change in Islington. The priorities of the ISP are set out in the Sustainable Community Strategy. Through this, the borough is particularly focused on improving educational attainment, employment prospects, and people's feelings of safety. In addition, it wants to reduce health inequalities and build stronger communities.

1.0.8 The Mayor of London sets out London-wide policies in the London Plan. These policies inform the council and are used to determine applications for planning permission in the borough. London Plan policies are only referred to in the Core Strategy where further detail is required to apply them locally.

1.0.9 The London Plan is currently being reviewed by the Mayor of London (Boris Johnson). The key themes for this review are:

- all Londoners should have the homes, opportunities and services they need
- London's businesses should have the opportunities they need to grow, to have access to markets, and to attract the skilled workers they require
- London's environment must improve and we must step up our efforts to tackle climate change
- London's distinct built character, its diverse neighbourhoods and unique heritage must be cherished and protected
- all Londoners should be able to share in their city's success, feel safe in their neighbourhoods, and enjoy an improving quality of life.

1.0.10 These themes are strongly echoed in our Core Strategy and reflect many of the priorities set out in the Islington Strategic Partnership's Sustainable Community Strategy.

1.0.11 The Core Strategy provides the local picture. It sets set out where and how change will happen in Islington, indicates what supporting infrastructure will be needed, and how any environmental impact can be reduced. Eventually the Core Strategy will be supported by a range of accompanying documents that will set out in more detail potential development sites, policies to manage development, and action plans for specific parts of the borough. All these documents with the Core Strategy create the [Local Development Framework](#) (LDF).

1.1 Profile (key issues)

1.1.1 In this section we briefly set out the London and local context which informs the Core Strategy. Many changes affecting London will have a significant impact on Islington, including specific developments in neighbouring boroughs. The Core Strategy takes the London Plan as its starting point. This sets out policies for the whole of the London region and provides projections for population, housing and employment growth over the next 15-20 years. These assumptions can be questioned but have generally been accepted as part of the process of the London Plan being adopted. The London-wide growth projections have been used as the basis for Islington's borough level forecasts which are referred to later on in this document.

Islington as part of London and the greater South East

1.1.2 Major growth and change will occur in the Thames Gateway to the east and the M11 corridor to the north east. To the east of Islington is the Olympic site. London's biggest rail project, Crossrail, will bring new services to Islington and the arrival of the Eurostar at St Pancras means that Paris and Brussels are barely two hours away from Islington. The expansion of the Central Activities Zone to include the Angel Town Centre means that much of the south of the borough (south of Pentonville Road) is now part of the main commercial centre of the city.

1.1.3 A good example of the direct connections between Islington and wider trends in London is employment. The number of jobs in Islington rose from 112,000 in 1991 to 173,000 in 2005. The resulting increase in the demand for labour has largely been met by people commuting into the borough. The largest net inflows are from Hackney and Haringey, followed by Camden and Lambeth. There are also net inflows of workers from all outer London boroughs, most significantly Barnet, Enfield and Waltham Forest. This emphasises the need to ensure that more Islington residents have the qualifications and skills to take advantage of job opportunities. Compared to other London boroughs, Islington has a relatively high proportion of working-age residents with no qualifications and has a high level of worklessness.

1.1.4 Many people commute through the borough travelling on their way between central and outer London. Islington has a low proportion of car-owning households but suffers from a number of heavily trafficked through-routes: the A1 (Goswell Road, Upper Street, Holloway Road) and A503 (York Way, Caledonian Road and Pentonville Road/City Road).

1 Introduction

- 1.1.5** Islington's population and the number of jobs in the borough are both expected to increase significantly between now and 2025. Traditionally, London accommodated its growth through new waves of suburbanisation. However, environmental concerns in particular mean that this is no longer the favoured approach. For the first time, London is seeking to accommodate strong growth in its population largely within its current borders.
- 1.1.6** Projections from the Greater London Authority (GLA) suggest that, despite the 2008-2010 downturn, employment will continue to increase. Taking into account these and the borough's own projections, employment in Islington is expected to increase by around 35,000 to 45,000 jobs between 2012 and 2027, reaching around 230,000 at the end of the plan period.

Developments in neighbouring boroughs

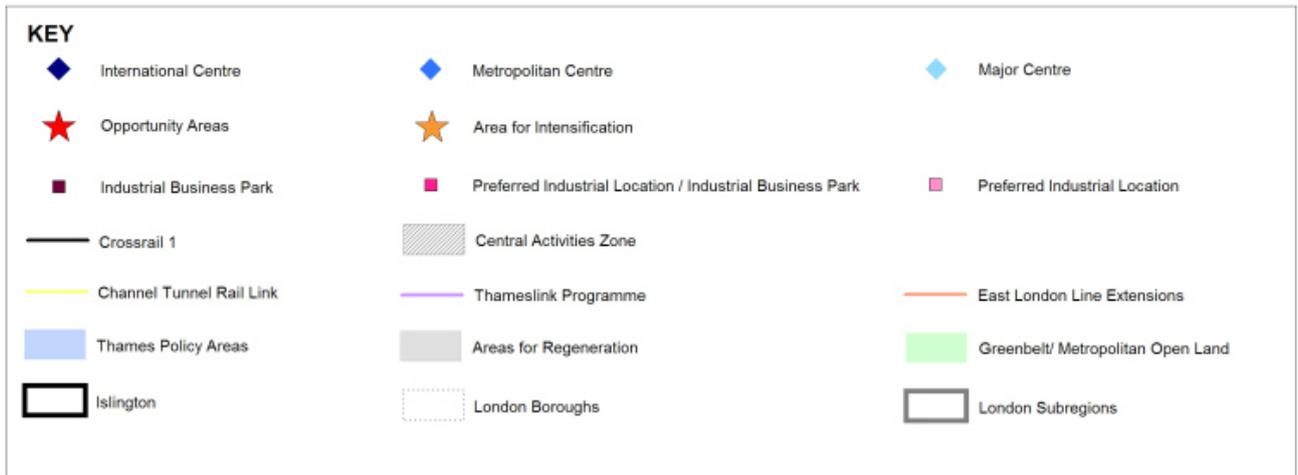
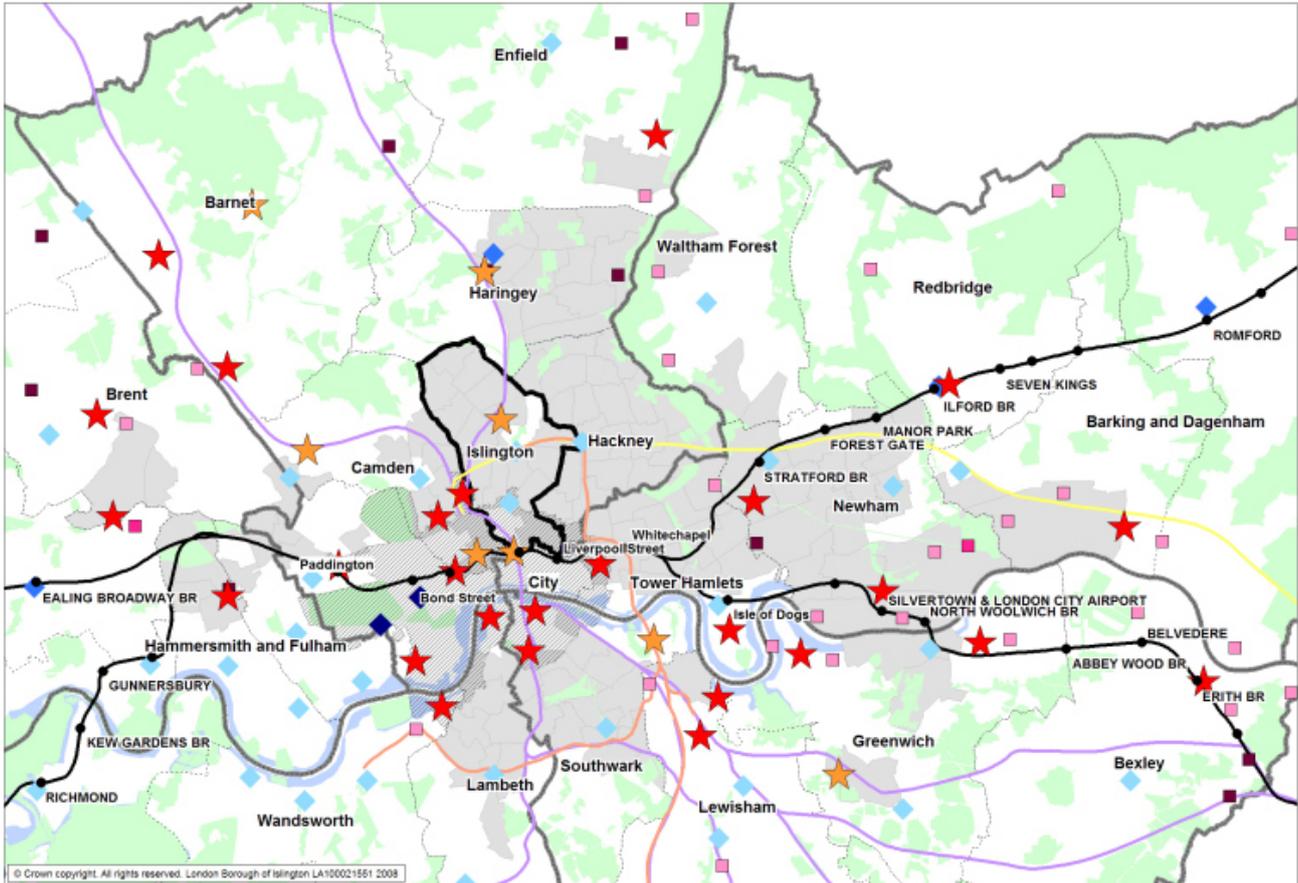
- 1.1.7** The Core Strategy will also need to reflect the effect of specific development in neighbouring areas. The substantial growth around Islington, including the stress on employment growth in Central London, has huge implications for the borough. This includes the impact on local residents of the major transport routes into the centre and on all users of an already overcrowded public transport network.
- 1.1.8** Islington forms part of the central sub-region along with City of London, Southwark, Lambeth, Westminster, Camden, and Kensington and Chelsea. The London Plan identifies 'Areas for Intensification' in or, in close proximity to, Islington which should "exploit their public transport accessibility and potential for increases in residential, employment and other uses, through higher densities and more mixed and intensive use." Locations in and neighbouring Islington include:
- Arsenal/Holloway (Islington) ⁽³⁾
 - Farringdon/Smithfield (Islington/City of London)
 - Holborn (Camden/City of London)
 - Haringey Heartlands (Haringey).
- 1.1.9** The London Plan also identifies 'Opportunity Areas' which are "capable of accommodating substantial new jobs or homes...typically, each can accommodate at least 5,000 jobs or 2,500 homes or a mix of the two, together with appropriate provision...these areas generally include major brownfield sites (previously developed land)." Locations include:
- King's Cross (Camden and Islington)
 - Euston (Camden)
 - Tottenham Court Road (Camden)
 - City Fringe (parts of Islington, City of London, Hackney, Tower Hamlets).
- 1.1.10** Opportunity Areas which are further away but can potentially still have major impacts due to their scale and/or transport links with Islington include:

3 This designation is likely to be removed, as the development in this location has largely been completed.

- Upper Lea Valley (Enfield, Haringey, Waltham Forest)
- Stratford (Newham)
- Ilford (Redbridge)
- Lower Lea Valley (Hackney).

1 Introduction

Figure 1.1 Islington's context within London



Islington - the place

- 1.1.11** The aspiration of the council is that everyone who lives, works and studies in the borough can feel that they belong. Yet Islington as a place is both small and incredibly diverse. Although only about six square miles, it stretches from the City of London in the south along Holloway Road to Archway and the borders of Haringey and Camden to the north and west and Hackney to the east. Part of its distinctiveness arises from the fact that it straddles both the Central Activities Zone (CAZ) in the City and the West End and the broader North London sub-region.
- 1.1.12** In addition to capturing a sense of how Islington fits in the broader influences of London, the Core Strategy seeks to build on the real sense of the distinctiveness of Islington, both as a whole, and as a set of smaller local areas. This is the Islington on a human scale, as experienced by those who live, work and study here, rather than as simply part of one of the largest and most populous cities in the world.
- 1.1.13** The remainder of this section examines first, some of the aspects of living, working and studying in Islington to which the Core Strategy needs to pay particular attention. Second, it looks briefly at the aspirations for Islington already set out in the Sustainable Community Strategy recently developed by the Islington Strategic Partnership (ISP). The Partnership brings together, at a local level, the council and different parts of the public sector (such as health and the police) as well as the private, business, community and voluntary sectors.
- 1.1.14** Finally, it sets out some of the major choices. In a borough as small and as developed as Islington there are inevitably many fixed elements - for example there is little vacant land so choices about the location of new housing will be relatively limited. However, there are options about how change is guided and accommodated while also improving the lives of those who live in the borough and maintaining and enhancing those characteristics that make Islington an attractive place.

Islington - the people

- 1.1.15** Islington's diversity is also reflected in its people. We have a broad multi-ethnic population from a variety of different backgrounds, a variety of faith communities, a significant proportion of disabled people, as well as one of the most concentrated Lesbian, Gay, Bisexual and Transgender (LGBT) populations in the U.K. Making Islington an inclusive place for all is important to all policy strands within the document.

Islington today

- 1.1.16** Islington comprised a number of villages before it became a suburb of Victorian London and continues to have its own character. The borough has important features which predate the significant Georgian and Victorian heritage, including for example the shape and space of Clerkenwell Green and Islington Green. It is also home to some fine examples of contemporary architecture.

1 Introduction

- 1.1.17** Islington also benefits from having a number of clearly identifiable centres, such as Highbury Barn, Newington Green and Clerkenwell. There is anecdotal evidence that residents relate strongly to these local centres.
- 1.1.18** We know that the borough is a popular place to live and visit and is valued for its built environment. Islington's mix of shopping, restaurants, evening economy, rich architecture and walkable environment draws visitors wishing to explore beyond the standard tourist attractions of central London ⁽⁴⁾.
- 1.1.19** Islington is home to substantial employment and entertainment spaces. Employment in manufacturing has declined and employment space is not evenly distributed throughout the borough. The borough also benefits from two universities⁽⁵⁾. Office uses are concentrated south of Pentonville Road, while further north is Arsenal Football Club. There are two major town centres at Nag's Head and Angel and two district town centres at Finsbury Park and Archway, as well as numerous other local shopping areas such as Caledonian Road. The Angel and Upper Street area, Clerkenwell, and Farringdon are all centres for Islington's evening and night-time economy, which includes internationally renowned theatres as well as bars and nightclubs. Street markets are another well-known feature of the borough, at Exmouth Market, Whitecross Street and Chapel Market.
- 1.1.20** Its proximity to the City of London makes the area an attractive place in which to invest. This closeness to the City has also affected who chooses to live in the borough. Islington is where the term 'gentrification' was first coined in the 1960s. Although Islington is associated with gentrification, it is still home to a relatively high proportion of residents in social housing (44% of available accommodation as opposed to an average of 39% for inner-London and 26% for all of London).
- 1.1.21** The challenges facing the borough are considerable. Fundamental to almost all of them is the degree of contrast within an area which contains both some of the country's most deprived neighbourhoods in close proximity to areas of very considerable wealth. While the borough's proximity to the City attracts wealthy residents, the borough registers as the eighth most deprived in the country. This contrast, and particularly the effects of poverty and lack of affordable housing, are the crucial issues for the borough.

Key issues

- 1.1.22** The Core Strategy is tasked with addressing a number of key issues. These include:
- the clear need for more housing in the borough and for more of this to be affordable
 - the missing middle - that is those middle income households including families with dependent children

4 Research on the tourist appeal of Islington, reported in Maitland, R. (2007) 'Conviviality and Everyday Life: the Appeal of New Areas of London for Visitors', International Journal Of Tourism Research, 10

5 London Metropolitan University and City University, London

- balancing the demand for housing against the need to accommodate a growth in employment and tackle worklessness
- ensuring that transport, and other infrastructure, is in place to support a growing population
- lessening our impact on the environment and preparing for climate change
- conserving what is best about the borough's built environment
- ensuring that new development results in a high quality built environment that feels welcoming and safe
- reducing health inequalities
- building on the strengths of the borough as a cultural and arts destination
- making Islington an inclusive place for all those who live, work and study here
- ensuring a balance between a growing population and the quality of life for those who live, work and study in the borough.

1.2 Vision

- 1.2.1** Many of the benefits we seek to build on and challenges that we seek to address arise from Islington being part of the London region as well as being a borough in its own right. In addition, it has a large number of smaller local areas or neighbourhoods with which many residents most closely associate. The Core Strategy has to make sense of all of this in a clear spatial vision which reflects national policies, the Mayor of London's London Plan and local evidence, whilst maintaining local distinctiveness and reflecting the views of the people who live and work in the borough.

Statement Vision 1

Vision

The overall vision of the Islington Strategic Partnership is for the borough to be a place where real change has been achieved to create a stronger and economically, environmentally and socially sustainable community. Building on this, we set out the spatial vision for Islington in the following section.

1.3 Objectives

- 1.3.1** In order to help frame the delivery of the vision and strategy the following objectives have been set out:

1 Introduction

Statement Objectives 1

Core Strategy Objectives

The vision will be achieved through the following objectives:

1. tackling inequality and exclusion in the borough, and seeking to ensure that local residents share in the prosperity of London
2. securing a supply of housing which encourages mixed communities, where the main priority will be maximising provision of social rented housing. Mixed communities include, (but are not limited to), different tenures, household sizes, and ages (including families, older people and disabled people)
3. meeting and seeking to exceed the minimum regional targets for housing supply, with new housing contributing to the increased quality of life for residents
4. ensuring new development and the spaces around it provide a high quality environment that is accessible to all residents, employees and visitors
5. maintaining and enhancing Islington's historic environment through conservation-led regeneration initiatives
6. promoting neighbourhoods that support a sense of wellbeing, specifically; to reduce health inequalities in the borough by encouraging healthier choices including, (but not limited to), the use of open spaces, play opportunities and access to both high quality sports facilities and health care facilities
7. maintaining the growth in employment by ensuring a broad range of opportunities exist for all types and sizes of businesses across all parts of Islington
8. tackling worklessness through training and employment initiatives
9. ensuring a range of provision of shopping, leisure and local services which serve the local community and support Islington's economy
10. supporting the borough's universities and hospitals as major employers and service providers as they seek to maintain and improve their estates
11. encouraging new hotels/visitor accommodation where it benefits Islington's economy and enhances the local area
12. minimising the borough's contribution to climate change and ensuring we are able to cope with the effects of a changing climate
13. reducing Islington's impact on the environment by using resources, including energy, water and other materials, as efficiently as possible
14. promoting waste minimisation, re-use, recycling, composting and resource efficiency over landfill
15. delivering high quality, multi-functional green infrastructure alongside development throughout the borough
16. protecting and enhancing biodiversity in the borough and increasing access to nature
17. encouraging walking and cycling over public transport use and encouraging all of these over car use

18. improving transport connections to ensure that public transport capacity is sufficient to meet the needs of those who live, work, and study in the borough and that capacity is also sufficient to allow access to work, study and leisure opportunities beyond the borough
19. using significant transport improvements to lead regeneration.

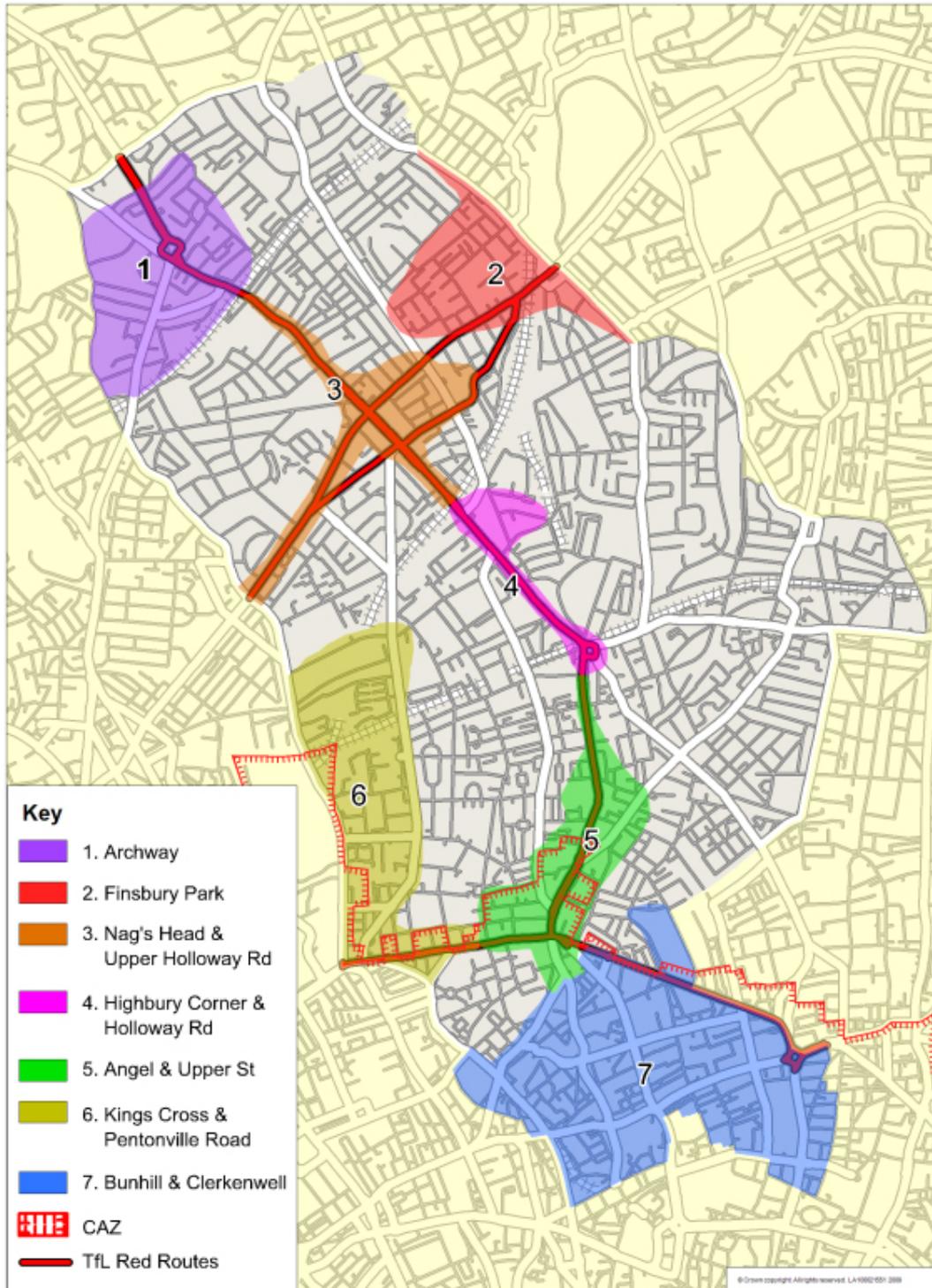
2 Spatial strategy

- 2.0.1** This section sets out the spatial strategy for Islington to 2025. The key diagram identifies the key areas of the borough for which there are specific spatial policies for managing growth and change in the plan period. Each area is addressed in detail with a map supporting the policy text for each area. The boundaries of the designations on the area maps give indicative areas for the relevant policy: they **do not** represent definitive boundaries. Detailed boundaries, where necessary, will be defined in other LDF documents.
- 2.0.2** The parts of Islington not covered by the key areas on the key diagram will have development over the next 15 years. However, this is likely to be of an incremental nature and is unlikely to change the character of the area. Section 2.9 addresses these areas and Chapter 3 contains strategic policies that cover the whole of Islington.

2 Spatial strategy

2.1 Key diagram

Map 2.1 Key areas



2.2 Archway

- 2.2.1** Regeneration of Archway has been an ambition of the council for a number of years. While the area contains architecture from a range of periods, 1960s architecture tends to dominate the core area - not least the tower and adjacent buildings. It is expected that this core area (known as *core site*) will come forward for development during the lifetime of the Core Strategy. The delivery of this site has dominated discussions in the area and the Archway Development Framework Supplementary Planning Document (SPD) was adopted in September 2007 to clarify the approach the council would expect. This guidance will remain in place after the Core Strategy is adopted and adds detail. For example, it sets out expectations for improved pedestrian routes across the core site and wider area and for the development of some residential accommodation on the core site.
- 2.2.2** In addition to the core site opportunities exist across the whole of Archway. For example, there are current initiatives linked with the potential redevelopment of parts of the Whittington Hospital site. Further, the Girdlestone Estate, covering a considerable amount of land in the area, was criticised for its poor layout and design during the Issues and Options consultation.
- 2.2.3** An increase and retention of retail, leisure and office space in the town centre⁽⁶⁾ should be delivered through a development process that ensures a vibrant mix of uses and is enabled by creating an attractive and convenient pedestrian environment and a well-connected network of streets and spaces of the highest quality.
- 2.2.4** Policies to manage the increase in retail and other uses will be set out in the Development Management Policies. The Archway SPD reflects a strong local wish to avoid retail development that might undermine existing, or future, small-scale local traders. Planning Policy Statement 4 (Policy EC4: Planning for consumer choice and promoting competitive town centres) strengthens Islington's ability to plan for a strong retail mix in which smaller shops are recognised as significantly enhancing the character and vibrancy of town centres.
- 2.2.5** There is good access to public transport in Archway and all residential redevelopment will be expected to be car-free, except for the necessary provision required for disabled people and for servicing. Redevelopment may require changes to the transport infrastructure in the area. Transport for London (TfL) will be actively involved in determining what is a reasonably required level of provision for bus infrastructure.
- 2.2.6** The council recognises that it is improvement to the public realm that is particularly important to improving the area. The gyratory system makes it very hard for pedestrians to move around and produces a vehicle-dominated environment. While the council accepts that the A1 will continue as a major traffic route, its objective is to reduce its impact, and that of the gyratory, and make pedestrian and cyclist movement in the area easier. The council will continue to work with TfL to seek solutions.

6 The GLA categorises Archway and Finsbury Park as district town centres and Angel and Nag's Head as major town centres.

2 Spatial strategy

- 2.2.7** The council will produce a design guide for the upper Holloway Road. This will extend to Archway and will be part of a guide for the entire road.
- 2.2.8** There are some large employers in the town centre, as the density map of employment shows (Map 3.5 in the Employment chapter). Maintaining this level of employment by protecting the amount of employment floorspace will be important for the local area.
- 2.2.9** The council will seek to support Archway as a town centre by improving the pedestrian environment and through an overall expansion in the retail offer which complements the current offer.
- 2.2.10** The community buildings in Archway are well used and in short supply, and new schemes should consider how they can further enhance the use of community spaces.
- 2.2.11** The council's strategy for this key area over the lifetime of the plan is set out below.

Map 2.2 Archway key area



Key

- | | | | |
|---|---|---|-------------------------------------|
|  | Key area |  | Core area for mixed use development |
|  | Development opportunity for housing |  | UCL Whittington campus |
|  | Whittington Hospital |  | Pedestrian access improvements |
|  | Priority housing estate for improvement |  | Gyratory improvements |
|  | Views to St. Paul's Cathedral | | |

2 Spatial strategy

Policy CS 1

Archway

A. Maintain Junction Road and Holloway Road as the 'high street' and aim to accommodate an overall expansion in retail provision which complements the existing retail character of the area over the lifetime of the plan. The Development Management Policies will define the district town centre boundaries, the mix of uses, and related frontages policies specific to Archway.

B. Encouraging the redevelopment of underused land to meet the borough housing target, contributing between 800 and 1400 residential units⁽⁷⁾ over the lifetime of the plan. All residential redevelopment will be expected to be car-free.

C. Redevelopment of the core site, to be defined in the Site Allocations, to enhance the urban structure. A residential (non-student) element will be expected as part of the regeneration of the tower and adjacent buildings leading to a mixed-use site that retains a significant proportion of office space. The library and leisure centre will be retained/replaced as part of any redevelopment.

D. Maintaining and enhancing the provision of commercial space in Archway will be essential to maintaining the overall borough wide provision and supporting other uses in the district town centre. Where redevelopment occurs, a range of commercial unit sizes will be required, particularly smaller spaces which are suitable for small and start-up businesses.

E. Improving the environment for pedestrians and cyclists is a priority in particular the east/west movement (Junction Road to the island and beyond). Pursuing the implementation of the gyratory improvements is an important part of the wider regeneration aspirations for Archway. Any redevelopment should contribute to this and should maintain provision of infrastructure for buses that is reasonably required to support Archway's role as a transport hub.

F. Continued education and ancillary uses are supported for the UCL Whittington campus.

G. Improve local open spaces in and around the district town centre in particular Archway Park and Girdlestone open space.

H. The historic environment should be used as an asset when developing improvements to the public realm, and should be protected and enhanced, with high quality design encouraged in any development, so that it respects the local context of Archway and its surroundings.

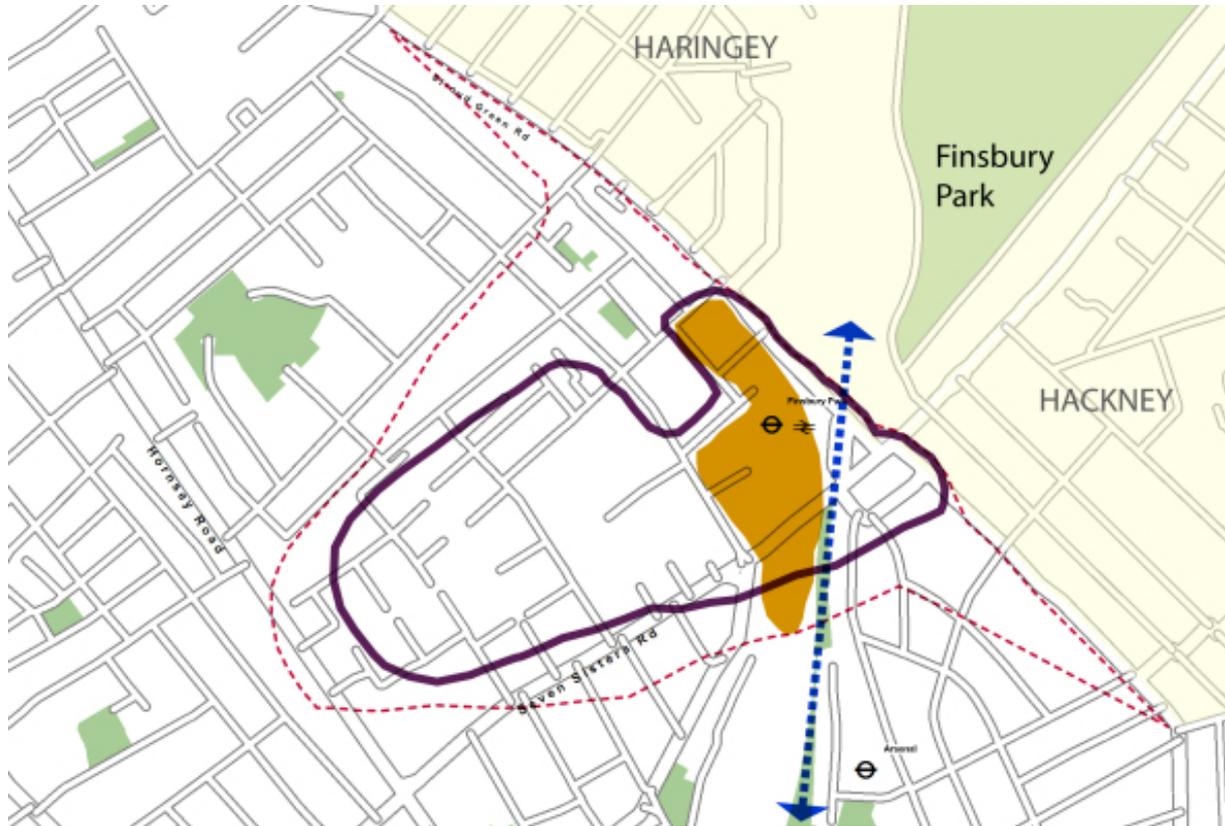
7 The housing figures quoted in the key areas policies will make a major contribution to the overall borough housing target set out in Section 3.3. Smaller scale developments outside the key areas will also play a part in meeting the housing targets.

2.3 Finsbury Park

- 2.3.1** Finsbury Park is located in the north-eastern edge of the borough, about five kilometres north of the City of London. The wider area falls within the administrative boundaries of the London Boroughs of Islington, Haringey and Hackney and the council will work jointly with these boroughs. It is a busy, multi-cultural area with cafés and shops that reflect this diversity. Finsbury Park station is the busiest transport interchange in London outside Zone 1, providing links to central and north-east London on the Piccadilly and Victoria underground lines, and train services to King's Cross/ St. Pancras and the City southwards, and to Cambridge and Stevenage northwards.
- 2.3.2** The area around the station has a mix of uses, offering fashion retail on Fonthill Road, serving as a gateway to the Emirates (Arsenal) Stadium, and connecting to residential neighbourhoods, including a large area of social housing to the west and Victorian terrace streets to the north and south. The area benefits from the large open green space of 'Finsbury Park' directly to the north east of the station, just across the borough boundary in Haringey. In 2007, Transport for London (TfL) completed a new station frontage at Station Place and new bus waiting areas on Wells Terrace and Station Place. Further plans by TfL to upgrade the station including installing lifts for step-free access and ticket gates have been suspended recently and are unlikely to be implemented before 2018.
- 2.3.3** The station and the area around it can be confusing to navigate due to poor layout and a poor quality built form and maintenance. There are a number of employment sites adjacent to the station which are under-utilised and contribute to the area's unattractiveness and lack of a 'sense of place'. These sites offer the greatest opportunity to regenerate the area.
- 2.3.4** The council will, through its continued working with stakeholders and the adjoining boroughs of Hackney and Haringey, seek extensive redevelopment in the area surrounding Finsbury Park station to make better use of the excellent transport facilities and to make access to these facilities feel safer and more inclusive (including for disabled people).
- 2.3.5** The council's strategy for this key area over the lifetime of the plan is set out below:

2 Spatial strategy

Map 2.3 Finsbury Park Key Diagram



Key



Key area



Development area -
housing, retail, leisure,
employment



Area to improve public realm



Improved pedestrian
links/public realm

Policy CS 2

Finsbury Park

A. Finsbury Park is a district town centre with main retail frontages along Fonthill Road, Stroud Green Road, Blackstock Road and Seven Sisters Road. The Development Management Policies development plan document will define the town centre area and contain detailed policies for managing development within shopping areas.

B. Redevelopment of low density employment sites around Finsbury Park station is supported to provide mixed-use developments of housing, employment (office, light industrial, storage and distribution), retail and leisure. Loss of some storage and distribution floorspace on these sites may be acceptable if re-provided by intensified use of surrounding sites. These sites will provide between 500-700 units of housing. ⁽⁸⁾ Self-contained conventional housing and employment uses will take priority over other uses above ground floor in this area.

C. New developments near the station will be planned to facilitate an improved, less confusing, transport interchange location and high quality public realm together with enhanced permeability.

D. Permeability and legibility of the wider area, including areas within housing estates, and access to Finsbury Park will be improved through a combination of site redevelopments and small scale interventions linked to a public realm strategy. Joint work with Transport for London will be undertaken to improve the pedestrian environment along Seven Sisters Road. These interventions will focus on creating an environment which increases people's sense of personal safety.

E. There will be improved walking and cycling routes through Finsbury Park area to Highbury Corner, and from Highbury Fields to Caledonian Park, to encourage walking and cycling for local residents, London Metropolitan University students and visitors to the Emirates (Arsenal) Stadium.

F. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Finsbury Park and its surroundings.

8 The housing figures quoted in the key areas policies will make the major contribution to the overall borough housing target set out in Section 3.3. Smaller scale developments outside the key areas will also play a part in meeting the housing targets.

2 Spatial strategy

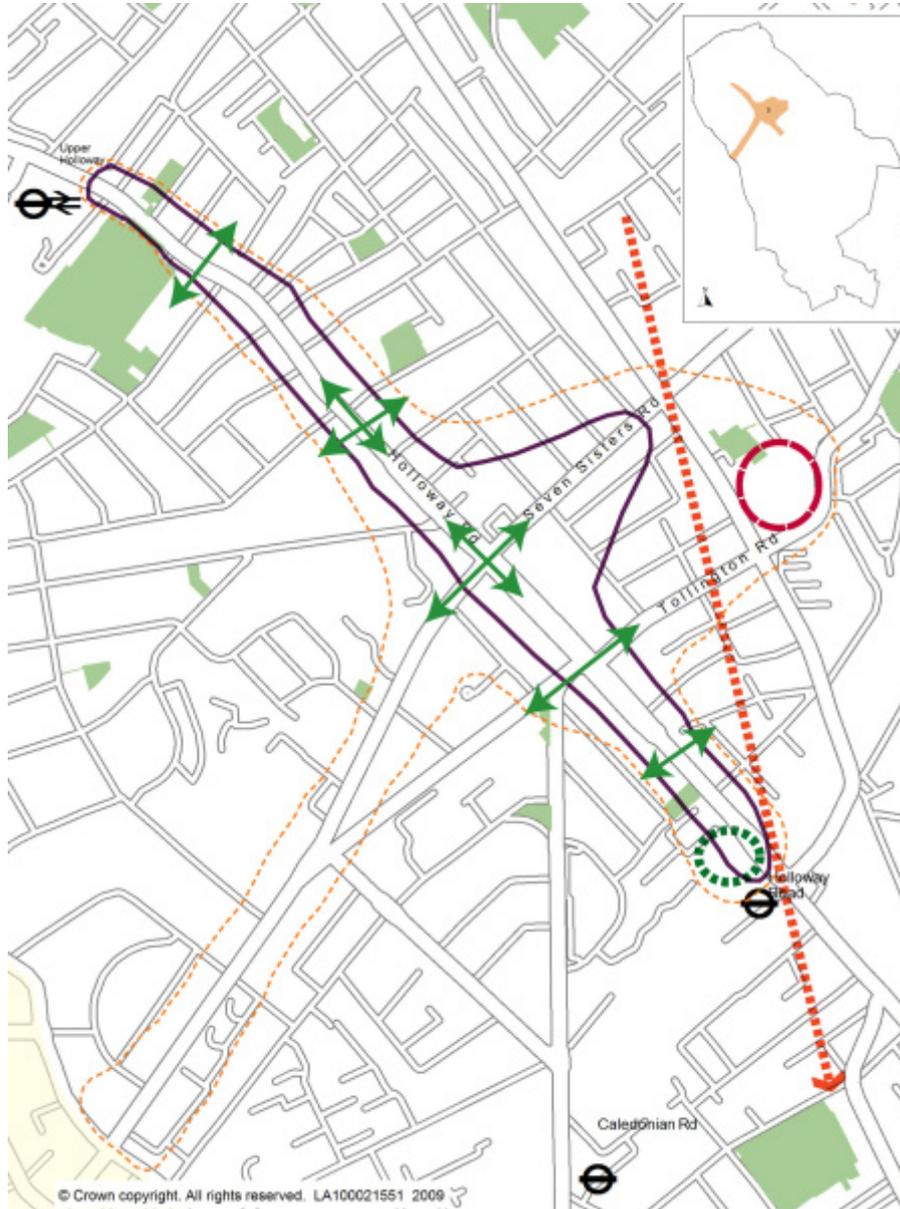
2.4 Nag's Head and Upper Holloway Road

- 2.4.1** The Nag's Head is a busy and vibrant major town centre offering a variety of shops and services. Nag's Head has historically developed along the A1, Holloway Road, a heavily trafficked route passing through the centre of the borough linking London with the North of England. The town centre has a large number of architecturally and historically interesting buildings including a variety of styles from Victorian, through to post-war period. Part of Holloway Road is designated as an Archaeological Priority Area, with conservation areas along and adjacent to Holloway Road.
- 2.4.2** Camden Road is a strategic road for London managed by Transport for London. It is a busy road but predominantly bordered by residential areas. Many of the buildings along the road are set back and do not face the road resulting in large stretches of inactive frontage lacking the security of 'passive surveillance'.
- 2.4.3** A town centre strategy for Nag's Head was adopted as a supplementary planning document in May 2007. This document puts forward a vision for the future of the town centre, and identifies opportunities for its improvement through its land uses and management. This guidance will remain in place after the Core Strategy is adopted. As well as Nag's Head, the area identified by the Core Strategy includes the stretch of Holloway Road towards Archway adjacent to Upper Holloway rail station. Although not part of the town centre, this stretch of Holloway Road faces similar challenges of being divided by the busy A1 road, as well as providing further important employment and residential functions which contribute to the area.
- 2.4.4** There is currently a poor physical environment along Holloway Road. The road itself creates a major barrier dividing the town centre. The amount and speed of traffic create an unsafe environment for pedestrians and act as a barrier to investment. Links across the A1 are encouraged as part of the *A1 Borough Strategy* to 'stitch' together the east and west sides of Holloway Road. This area also suffers from a distinct lack of green space and narrow footways which become congested. Improving the environment for pedestrians is therefore a priority. Opportunities for inclusion should be maximised, utilising the town centre's accessibility and topography to further increase use by disabled people.
- 2.4.5** The town centre already provides a great variety of goods and services. Potential development opportunities within Nag's Head do exist⁽⁹⁾ and will be important to help increase the retail offer and meet demand. A need has also been identified for more family friendly evening functions (such as restaurants) within the town centre, particularly for families and young people⁽¹⁰⁾. Developing these will contribute to a safer environment in the evening and expand the evening economy.
- 2.4.6** The council will seek to improve and increase the retail offer within Nag's Head.
- 2.4.7** The council's strategy for this key area over the lifetime of the plan is set out below:

9 Identified in the town centre strategy

10 Nag's Head Town Centre Strategy, 2007

Map 2.4 Nag's Head key area



Key

-  Key area
-  Priority area for environmental and public realm improvements
-  Improved pedestrian links
-  Views to St. Paul's Cathedral
-  Leisure centre refurbishment
-  Open space enhancement opportunity

2 Spatial strategy

Policy CS 3

Nag's Head and Upper Holloway Road

A. Continue to focus and promote a mix of retail opportunities along the main 'high streets' of Holloway Road and Seven Sisters Road to provide a better range of shops. The permanent and event-focused markets in the town centre will continue to play an important part in the retail offer. The existing town centre boundary will be extended along Holloway Road and Seven Sisters Road. The Development Management Policies will define the town centre boundary, mix of uses, and related frontages policies specific to the Nag's Head.

B. Encourage development of underused land within Nag's Head, to maximise opportunities to provide new retail premises where possible, along with other employment uses. Some opportunities exist for residential development above existing retail uses. Opportunities will be identified in the Site Specific Allocations.

C. Improvement of the public realm to enhance the environment for pedestrians and cyclists is a key priority to reduce the negative impact of the significant traffic flow. The streetscape will be improved, making it less cluttered, more inclusive, attractive and safer, with increased safety of access to the Sobell Leisure Centre. Better links will be encouraged across the busy Seven Sisters Road, Tollington Road/Isledon Road gyratory systems, and Holloway Road, and, if feasible in the long term, the gyratory system will be removed. In addition, opportunities for greening this corridor will be maximised through planting, green roofs and enhancement of existing open spaces. The historic environment should be used as an asset when developing improvements to the public realm.

D. Maintaining and enhancing the provision of employment spaces, including those along Holloway Road towards Upper Holloway station, will be important in contributing to the diversity of the local economy and providing opportunities for small and medium businesses, capitalising on all key transport links.

E. A supplementary planning document will be produced to create a masterplan for future development along Camden Road and the adjoining area to improve the urban design of the area and create a better pedestrian environment.

F. The educational institutions in this area (London Metropolitan University and City and Islington College) will continue to play an important role in contributing to the local economy.

G. Opportunities for evening economy and leisure activities within Nag's Head Town Centre will be encouraged to complement existing leisure and retail uses.

H. The historic character of the area will be protected and enhanced, with high quality design encouraged within the town centre and along Holloway Road through a supplementary planning document.

2 Spatial strategy

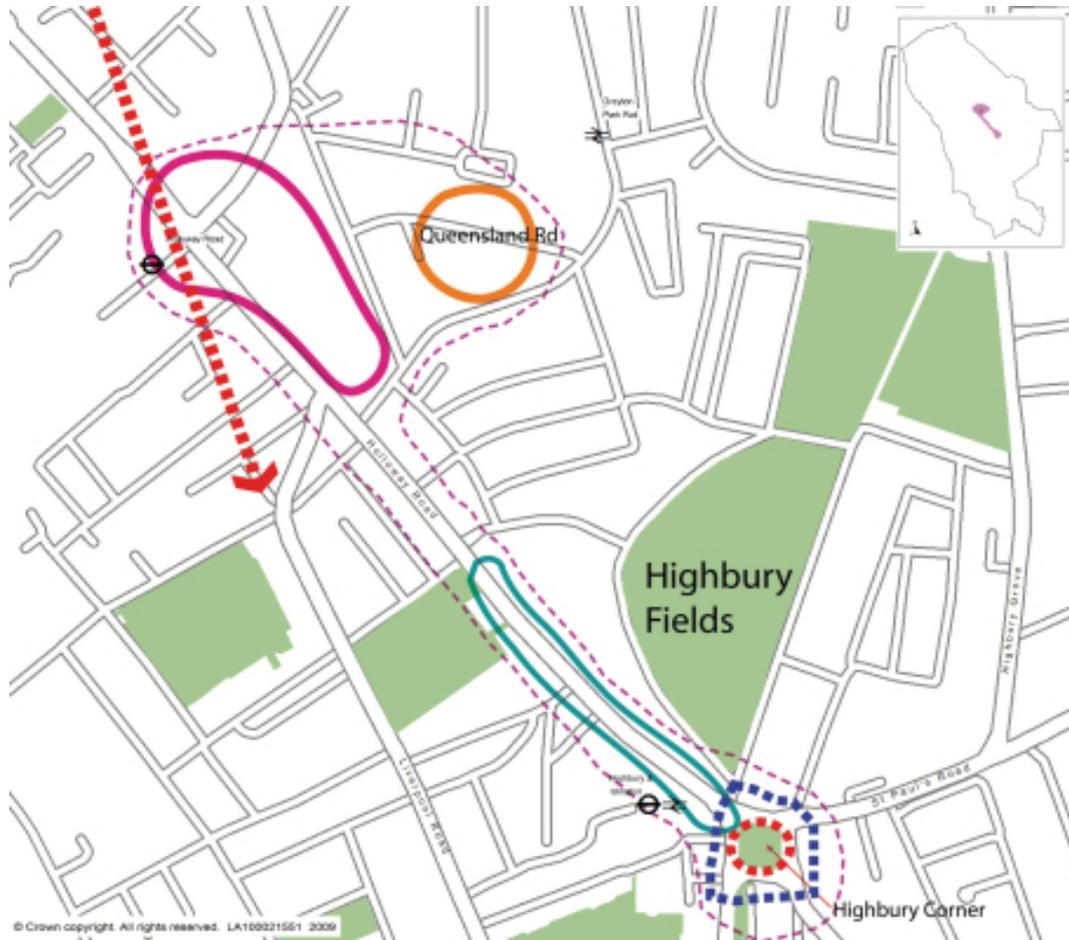
I. Links will be encouraged between the town centre and Arsenal (Emirates Stadium), to contribute to the wider commercial and tourism opportunities in the area.

2 Spatial strategy

2.5 Highbury Corner and Holloway Road

- 2.5.1** Highbury Corner and the Highbury and Islington station mark the transition from Upper Street to Holloway Road on the A1. Highbury Corner has been a hub for public transport since the early 19th century, and continues to be so. The area has also retained much of its historical character and is covered by a number of conservation areas, listed buildings and heritage assets such as the Union Chapel.
- 2.5.2** Highbury Corner is a busy traffic island with a poor pedestrian environment. The station entrance is hidden behind a post office building and the pavements leading from the station are congested. The East London Line extension will improve connections with Dalston, Canary Wharf and south London when it becomes operational in 2011. A few minutes walk from the station is Highbury Fields, Islington's largest open green space.
- 2.5.3** A council objective, in partnership with Transport for London, is to deliver major improvements to the roundabout at Highbury Corner to ensure that it is less dominated by motorised traffic and to improve the station facilities. In addition, any redevelopment along the Highbury end of the Holloway Road will be expected to improve the design and quality of the built environment.
- 2.5.4** In the north of this area is Holloway Road station, around which the pedestrian environment remains poor and the building quality is variable. Holloway Road station is near to the Emirates (Arsenal) Stadium and London Metropolitan University's main campus. The university is a major employer in the borough and important for Islington's and London's future economic success. The council will work with the London Metropolitan University as it seeks to rationalise and redevelop its core estate on Holloway Road to ensure that this continues to meet its operational needs.
- 2.5.5** The council's strategy for this key area over the lifetime of the plan is set out below:

Map 2.5 Highbury Corner and Holloway Road key area



Key

- | | | | |
|---|---------------------------------------|---|---|
|  | Key area |  | Development area - housing led |
|  | University area |  | Development area - employment and housing |
|  | Public realm and station improvements |  | Views to St. Paul's Cathedral |
|  | Improved access to green space | | |

2 Spatial strategy

Policy CS 4

Highbury Corner and Holloway Road

A. Highbury Corner will be redesigned and improvements made to the station frontage and forecourt area, through joint working between the council and Transport for London. This will improve the environment for pedestrians and cyclists, and increase access to open green space.

B. The upgrade to the Victoria line and East London line extension will increase the accessibility of Highbury and Islington station, supporting employment and residential development in the area.

C. The design of future development along this stretch of Holloway Road will be of the highest quality to improve the pedestrian environment and general quality of the area. A supplementary planning document focusing on design will be produced for this part of Holloway Road. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Highbury and Islington/Holloway Road and its surroundings.

D. Holloway Road will continue to have ground floor retail uses along it. The Development Management Policies will have detailed policies for retail development.

E. The Site Specific Allocations will identify a campus area for the buildings of London Metropolitan University, Holloway Road. The expansion of university uses in this area is supported including an element of student accommodation for London Metropolitan University students. London Metropolitan University will continue to play an important role in contributing to the local economy.

F. A major housing development at Queensland Road, part of the Arsenal Football Club redevelopment, will provide over 700 residential units as part of a mixed use development which will include a 1,600m² sports centre.

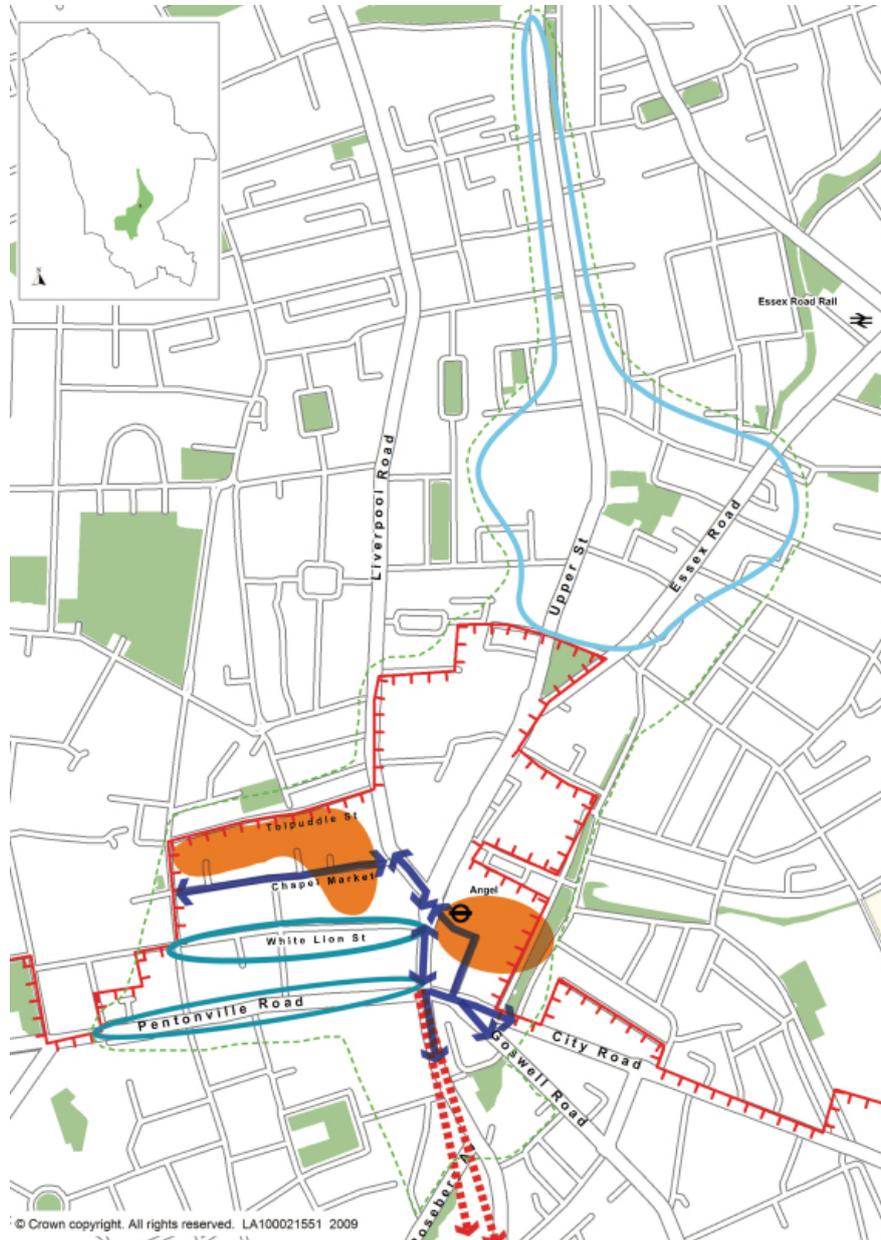
2.6 Angel and Upper Street

- 2.6.1** The Angel is the most significant town centre in Islington: it is one of two major town centres (the other being the Nag's Head). These two centres are linked by the A1 (Upper Street/Holloway Road) which runs through Highbury Corner and on to the district town centre at Archway.
- 2.6.2** Regeneration of the Angel Town Centre began in the late 1970s/early 1980s with the office developments at Angel Centre, Angel Square and the Royal Bank of Scotland headquarters. This included substantial improvements to the Angel tube station.
- 2.6.3** The Angel has been a shopping and trading centre for London for centuries and contains the Chapel Market street market which continues to operate six days a week. The historic character of the area is recognised and protected by three conservation areas – Angel, Upper Street (North) and Chapel Market.
- 2.6.4** In 2004, the Council adopted the Angel Town Centre Strategy (ATCS) as supplementary planning guidance which not only identified opportunities for further physical development to improve the range of goods and services on offer but also set objectives for better management which were agreed with the town centre board.
- 2.6.5** The aims of the Angel Town Centre Strategy remain relevant and many of the objectives and projects identified have been, or are being, progressed bringing significant improvements to the area.
- 2.6.6** The Strategy assisted in the town centre becoming a Business Improvement District in 2007. Angel Business Improvement District (BID) will initially run until 2012. Its Board, in partnership with the council, is developing a vision for the future - both for developing the retailing and leisure economy, including Chapel Market, and to secure funding for environmental improvements to make the centre more attractive.
- 2.6.7** The BID covers a larger area than the currently designated town centre. This is recognised in the Core Strategy which proposes extending the town centre boundaries further east along Essex Road and north along Upper Street, in order for the boundaries to take in the retailing and service businesses along the two streets.
- 2.6.8** The Angel Town Centre Strategy will remain as policy until the Core Strategy is adopted when it will be reviewed as a supplementary planning document.
- 2.6.9** The Angel and Upper Street area is also a focus for Islington's evening and economy, which includes internationally renowned theatres as well as bars and restaurants. These uses benefit from being located near each other and the council wishes to build on this cluster and so strengthen the Angel as a cultural destination. However, the council will be robust in using its powers to ensure that the quality of life for residents in the area is not undermined by these activities.

2 Spatial strategy

- 2.6.10** While the Angel is a small town centre with limited capacity to meet the demand from retailers for new space, the ATCS identified a number of under-developed or under-used sites and premises which the council and Angel BID wish to see come forward for intensification during the period of the Core Strategy, subject to market forces.
- 2.6.11** The London Central Activities Zone (CAZ) was expanded in 2008 to include the Angel town centre as part of the main commercial centre of London. The CAZ policies will apply to town centre to support and encourage office (B1) development as part of mixed use development and prevent further loss of office and employment floorspace.
- 2.6.12** White Lion Street and Pentonville Road have been identified as the appropriate location within the area for expansion in commercial-led floorspace. The Angel, King's Cross and Bunhill and Clerkenwell Key Areas have all been identified as the locations to accommodate the growth in employment floorspace that is predicted for the borough up to 2026 by the update to the Employment Study 2008.
- 2.6.13** There is a large amount of housing already within the town centre, mostly in small units above shops. In addition, a significant level of student accommodation has been developed nearby in Pentonville Road and a major mixed use development approved for the former Royal Mail site in Almeida Street (off Upper Street) will provide a substantial quantity of new housing in the area. The council does not consider non-conventional residential schemes such as student accommodation appropriate within the town centre. However, retail-led mixed use development, or other employment-led mixed use development, with an element of conventional housing which makes a significant contribution towards meeting affordable housing objectives, will be acceptable.
- 2.6.14** Road traffic dominates the Angel to an unacceptable degree. The main roads in the area are managed by Transport for London (TfL) and the council will work with TfL to seek ways to lessen the impact of traffic and to improve the environment for pedestrians, cyclists and residents.
- 2.6.15** The council will seek to support the success of the Angel as a major town centre including through increased retail floorspace and other employment uses and (with TfL) to lessen the dominance of motorised traffic in the area.
- 2.6.16** The council' s strategy for this key area over the lifetime of the plan is set out below:

Map 2.6 Angel and Upper Street key area



Key

-  Key area
-  Potential for intensification of town centre uses
-  Improved pedestrian links/public realm
-  Views to St. Paul's Cathedral
-  Existing retail and service uses to be included in expanded town centre
-  Commercial led corridor
-  Central Activities Zone

2 Spatial strategy

Policy CS 5

Angel and Upper Street

A. The area around Liverpool Road, including Sainsbury's, the N1 Centre, Chapel Market and the Upper Street High Pavement will continue to be the main shopping area, and Camden Passage be a specialist retail area for the antiques trade.

B. The boundary of the Angel Town Centre will be extended north along Upper Street and east along Essex Road. The Development Management Policies will define the exact town centre boundaries, mix of uses and related frontages policies specific to Angel.

C. Business floor space will be protected from change of use and opportunities for office-led mixed use development, through intensification of uses to contribute to wider employment growth in the borough, will be encouraged. The Angel Town Centre will be expected to accommodate estimated growth in jobs of approximately 775 from B-use floorspace which will be encouraged throughout the town centre, and in particular along Pentonville Road and White Lion Street. Additional employment growth in retail and other service industries will be supported by encouraging ground floor retail units in the office redevelopments along the main shopping streets.

D. Any significant introduction of residential uses, including student accommodation, within the town centre will be resisted. However, retail-led mixed use development, with an element of conventional residential units which makes a significant contribution towards meeting affordable housing objectives will be acceptable.

E. The Angel will be strengthened as a cultural destination by protecting and encouraging arts and entertainment uses.

F. Changes will be promoted at Chapel Market which help improve the management of the market and the shops making both more accessible for pedestrians.

G. Improvements are sought to the environment for pedestrians, cyclists and residents, particularly around the station and the junction of Islington High Street with City Road, Goswell Road and St. John Street, reducing the dominance of through traffic, and improving public transport capacity and experience.

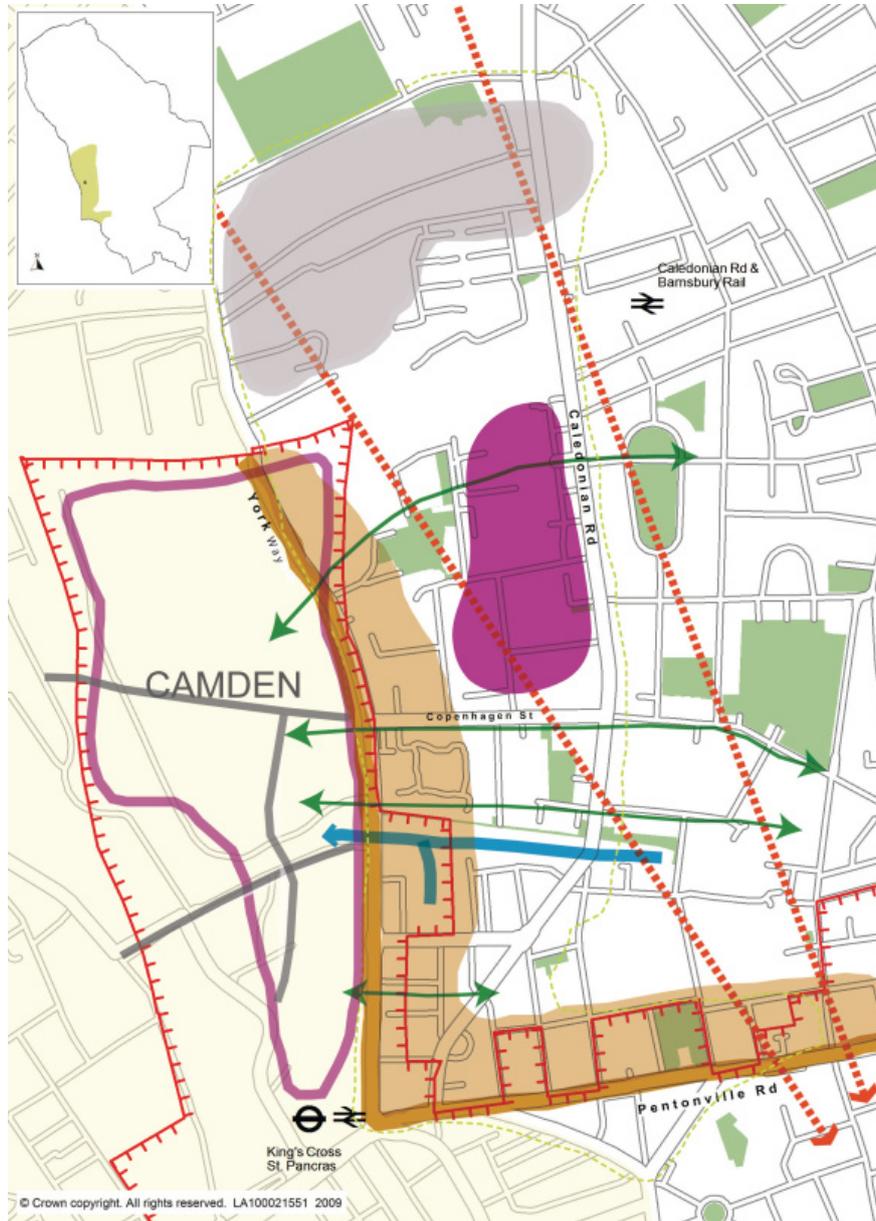
H. The historic character of the area will be protected and enhanced with high quality design encouraged so that it respects the local context of Angel and Upper Street and its surroundings.

2.7 King's Cross

- 2.7.1** The area of King's Cross, some of which is identified as an Opportunity Area in the London Plan, has undergone some radical change in recent years. This is set to continue for the lifetime of the plan principally because of the construction that will take place in Camden on the King's Cross Central railway lands site. This will have a direct effect on the neighbourhoods in Islington. They will be affected by the changes in the character of the area and the pressures that this will bring for further changes across the area.
- 2.7.2** The local centre on Caledonian Road will be protected and its growth encouraged, with any specific policies set out in the Development Management Policies.
- 2.7.3** Opportunities exist to improve the street environment and in particular the pedestrian links east/west from Barnsbury to the King's Cross site as identified in the King's Cross Movement and Public Space Strategy. Cross boundary working with Camden will help to implement this and other policies for the King's Cross area.
- 2.7.4** York Way and Pentonville Road have been identified as the appropriate locations within the area for expansion in business floorspace. The King's Cross, Angel and Upper Street and Bunhill and Clerkenwell Key Areas have all been identified by the update to the Employment Study 2008 as the locations which will accommodate the growth in employment floorspace that is predicted for the borough's part of the Central Activities Zone (CAZ) up to 2026. It is estimated that the King's Cross Key Area will account for over 15% of total jobs growth in Islington.
- 2.7.5** Vale Royal/Brewery Road is the last significant concentration of industrial/warehousing left in the borough, although in recent years actual uses have changed meaning this concentration has become less significant. Its boundary will be identified in either the Development Management Policies or Site Allocations as appropriate. The Mayor of London's Industrial Capacity Supplementary Planning Guidance was revised in March 2008. This increases the protection of industrial land in Islington because it is recognised to provide a supporting function to both the office space and wider functions such as the restaurant trade in the City and West End.
- 2.7.6** The council will seek to build on the opportunities that the development at King's Cross Central offers; Brewery Road can offer important business services to the new development and to other parts of London; the improvements along the Caledonian Road will continue and this will remain as an important local shopping area. All opportunities will be taken to improve the pedestrian links between this area and the new King's Cross Central development and to King's Cross station. The strategy for this key area is set out below:

2 Spatial strategy

Map 2.7 King's Cross key area



Key

- | | | | |
|---|--|---|---|
|  | Key area |  | Proposed routes - King's Cross Central |
|  | King's Cross Central |  | Canal - pedestrian link and open space |
|  | Locally significant area of land for industrial/warehousing/employment |  | Improved connections across the area |
|  | Central Activities Zone |  | Priority estates for improvements |
|  | Views to St. Paul's Cathedral |  | Commercial corridors for office led mixed use development and general mixed use intensification |

Policy CS 6

King's Cross

A. Business floor space in the King's Cross area will be protected from change of use. The King's Cross area will be expected to accommodate estimated growth in jobs of approximately 3,200 from B-use floorspace. York Way and Pentonville Road will be the principal locations for office-led mixed use development which intensifies the use of land in order to meet the wider employment growth in the borough. Small/Medium Enterprises (SMEs), which have historically contributed significantly to the area, will be supported and accommodation for small enterprises will be particularly encouraged.

B. The shopping uses along Caledonian Road will be maintained as a local centre with opportunities to improve the public realm, which will be detailed in design guidance.

C. The Bemerton Estate and surrounding area present an opportunity to improve the wider urban fabric. As part of this, east/west access will be improved to link this area with King's Cross Central (to the rear of the station) through to Caledonian Road. Removing barriers to movement and integrating the urban fabric are key priorities for the whole area, but particularly between the area east of York Way and King's Cross Central. All new development proposals, transport and other public realm schemes will be required to contribute towards achieving these priorities.

D. The Vale Royal/Brewery Road area will be retained as the only locally significant concentration of industrial/warehousing/employment land in the borough.

E. A major housing development on King's Cross Triangle site will provide around 250 new homes.

F. Much of King's Cross has significant character value, and the area contains a number of heritage assets, including the Regent's Canal. The area's historic character will be protected and enhanced, with high quality design encouraged to respect the local context of King's Cross and its surroundings.

2 Spatial strategy

2.8 Bunhill and Clerkenwell

- 2.8.1** The Bunhill and Clerkenwell area is Islington's most important employment location. It is also home to a large number of residents and has a strong sense of community. Policies of the Metropolitan Borough of Finsbury (which preceded the London Borough of Islington) have led to a high proportion of social housing in the area. Much of the area is of historic value and requires careful management, but it also offers significant opportunities for development, and will do so particularly following completion of the Crossrail and Thameslink rail projects, which will meet at Farringdon station.
- 2.8.2** Overall, it is estimated that the Bunhill and Clerkenwell area may need to accommodate an additional 14,000 B-use jobs and around 3,200⁽¹¹⁾ new homes by 2025. Because of the anticipated degree of change and the range of conflicting pressures present in Bunhill and Clerkenwell, the area will be covered by a separate Area Action Plan. This will set out a detailed spatial policy framework for the area. Policy 7 (Bunhill and Clerkenwell) sets a strategic direction for the Area Action Plan, adoption of which will follow the Core Strategy.
- 2.8.3** Apart from the northern part of City Road Basin, the whole of the Bunhill and Clerkenwell area falls within London's Central Activities Zone (CAZ). The draft replacement London Plan identifies the Farringdon station area as part of an Intensification Area. This extends northwards along Farringdon Road, includes the Mount Pleasant Sorting Office, and extends into the City of London and Camden. The draft replacement London Plan identifies the southern half of the City Road corridor as part of the City Fringe Opportunity Area. The council will seek to realise the potential of sites in these areas, including by working with Royal Mail to secure the redevelopment of their Mount Pleasant site (retaining employment use but introducing a mix of other uses). The Area Action Plan will provide guidance on the development of these sites, and will identify potential development sites that are of more local significance.
- 2.8.4** Parts of Bunhill and Clerkenwell have greater potential for large, city centre scale development than do other areas of the borough. However, its existing built character is of low to medium rise buildings (around six storeys in height), with a variety of building footprint sizes. New development will need to respect and enhance this character. Some taller buildings exist in parts of the area, primarily of 12 to 18 storeys in height, with a few above this. These tall buildings are not generally clustered, but (with the exception of residential towers on housing estates) they are mainly found along the City Road and Chiswell Street corridors. Given their significant impacts, sites that may be appropriate for new tall buildings will be identified within the Area Action Plan following a detailed character appraisal of the local area.
- 2.8.5** The council's strategy for the Bunhill and Clerkenwell area is set out below:

11 The housing figures quoted in the key areas policies will make the major contribution to the overall borough housing target set out in Section 3.3. Smaller scale developments outside the key areas will also play a part in meeting the housing targets.

Map 2.8 Bunhill and Clerkenwell key area



Key

- | | | | |
|---|--|---|--|
|  | Primary employment location |  | City Road canal basin |
|  | Mixed use development area |  | Farringdon station area |
|  | Priority housing estates for improvement |  | City University London |
|  | Views to St. Paul's Cathedral |  | Green chain or improved cross-boundary connections |
|  | Central Activities Zone |  | Gyratory improvements |
| | |  | Area of improved open space |

2 Spatial strategy

Policy CS 7

Bunhill and Clerkenwell

A. Employment development within Bunhill and Clerkenwell will contribute to a diverse local economy which supports and complements the central London economy. Employment-led development will be largely concentrated south of Old Street and Clerkenwell Road, but also encouraged in other parts of the area particularly along major routes (Farringdon Road, Rosebery Avenue, Goswell Road and City Road). Creative industries and Small/Medium Enterprises (SMEs), which have historically contributed significantly to the area, will be supported and encouraged. Accommodation for small enterprises will be particularly encouraged.

B. Bunhill and Clerkenwell has a diversity of assets related to leisure, culture and the arts, which will be encouraged and supported. Tourism-related development, including hotels, will be encouraged where consistent with Policy 14, to support the visitor economy. A number of local centres within the area are foci for shops, facilities and/or the evening economy (e.g. Exmouth Market, Whitecross Street, King Square/Central Street, Old Street, Farringdon Road/Cowcross Street/St. John Street, and City Road/Finsbury Square). These centres will be protected and enhanced in a manner that ensures their vitality and vibrancy, whilst safeguarding the amenity of neighbouring residential areas.

C. A number of notable education and medical institutions have a presence in the area, including City University London; City and Islington College; Moorfields Eye Hospital; and Queen Mary University of London. These institutions, many of which have historic ties to the area, make an important contribution to the local economy. The provision of additional non-residential university uses in the area is supported. The expansion of City University London uses, including additional student accommodation, will be supported on sites at Northampton Square and Bastwick Street, which will be designated and allocated for such uses in the Bunhill and Clerkenwell Area Action Plan.

D. The area is home to a significant residential community. Housing growth will be sought across the area to meet the needs of the current population and to cater for increased demand. A wider range of dwelling types, affordable tenures and family-sized homes will be encouraged to ensure that a mixed community can be accommodated. Improvements will be sought to three housing estates (Triangle, St. Luke's high rise and Redbrick), with the aim of providing good quality housing in an improved local environment.

E. To meet the needs of the growing population improvements to community facilities will be sought. These will be met through the provision of improved, expanded or merged facilities focused in accessible places, such as neighbourhood centres. Better use will be made of underused land and buildings, including car parks and garage spaces, by transferring them into residential, local employment, community and/or open space use.

F. Much of the area has a rich character and is noted for its historic value. This is particularly true of Clerkenwell, which has a street pattern that dates from medieval times and contains surviving monastic precincts. But throughout Bunhill and Clerkenwell, a number of buildings, monuments, spaces and townscape attributes contribute positively to its character. This includes some locally important street level views to St. Paul's Cathedral and other local landmarks. These historic and character-defining attributes will be protected and enhanced⁽¹²⁾. In particular, improvements will be sought to the quality of views to St. Paul's Cathedral and to the public spaces from which local views originate.

G. Crossrail and Thameslink will make Farringdon one of the most accessible parts of southeast England, creating significant development opportunities and pressures. Due to the historic nature of the Farringdon station area and adjacent areas, new development will face particular design constraints⁽¹³⁾. The Farringdon station area also contains the Citigen power station, which provides heating and cooling to a number of buildings in Islington and the City of London and has potential for expansion. Adjacent development must be designed in a manner that allows the power station to function effectively and avoid localised air pollution.

H. Due to the constraints present in the Farringdon station area, employment and residential intensification will be sought over a wider area, rather than solely immediately adjacent to Farringdon station. To reinforce Farringdon as a destination any development must be well integrated within the public realm in order to create coherent urban form. To achieve this, pedestrian priority measures, new pedestrian and cycling routes through large city blocks and additional areas of public or semi-public space, including within the ground floor of proposed major buildings where appropriate, will be sought within, and adjacent to, this area to accommodate the significant increase in footfall following completion of the Thameslink and Crossrail schemes.

I. Mixed use development opportunities exist at Mount Pleasant, along City Road (north) and around the Old Street roundabout. Opportunities also exist around Central Street, which is a priority area for new and upgraded community facilities that complement its existing offer. Major development proposals within these areas and elsewhere should be of exceptional design quality, be in context with (or reinforce the character of) their surroundings and result in improvements to the street environment. The impact on local infrastructure, including public transport, will be a key consideration. Major development proposals will be required to improve the public realm, provide ample private/semi-private and public open space, incorporate space for nature, and must not result in detrimental microclimatic effects or overshadowing of existing residential buildings. This is necessary in order to address existing deficiencies in access to quality public open space and nature. Proposed uses and activities should be appropriate to the immediate context and help to achieve the council's vision for the area.

12 Some views accord with those protected by the City of London's 'St. Paul's Heights' policy

13 More information on development constraints and opportunities is provided in Design for London's Farringdon Urban Design Study (March 2010).

2 Spatial strategy

J. Throughout the area, new buildings and spaces will be expected to reduce their environmental impact and make them adaptable to a changing climate. The Bunhill and Clerkenwell area is adversely affected by the Urban Heat Island Effect, and, as such, mitigation measures should be utilised to reduce the impact of new buildings and spaces on urban heating. The development of the Citigen decentralised energy network and complementary networks will be prioritised by new development contributing to their expansion (consistent with Core Strategy Policy 10 Part A).

K. To aid pedestrian circulation and increase the perception of public open space, improvements will be made to a number of pedestrian routes which link the area's local parks. Increases in public space will be sought wherever possible, and by various means, including transferring under-used car parking areas, roads and void spaces into public use, and requiring new public space to be provided as part of major redevelopment. Specific improvements will be made to the pedestrian's experience of Angel and Old Street gyratories by reducing the dominance of through-traffic. The latter will also incorporate improvements to the rail/tube station and bus stops, improving capacity as well as the passenger experience.

2.9 Non-strategic areas

- 2.9.1** The key strategic areas only cover about one third of the borough. The areas outside the key areas are predominantly residential with small clusters of business and local shops spread throughout (as is shown in Maps 3.7 and 3.9).
- 2.9.2** Many of the facilities and services residents in these areas use are located in the key strategic areas. Increased demand for services from incremental housing growth in these areas will mostly be provided in the key strategic areas identified previously.
- 2.9.3** The areas outside the key areas were predominantly developed in the 18th and 19th centuries with traditional street patterns and low to medium building heights. However, redevelopment in the 20th century has replaced traditional street layout with open block development and medium to tall building heights. These areas tend to have poorer public realms. The strategic heritage and urban design policy (CS 9) in Chapter 3 addresses this issue.
- 2.9.4** There will be new housing in Islington, with some located outside the key areas as shown in Map 3.4. However, this will be of a scale and design that maintains and enhances the positive characteristics of these areas. Development in these areas will be guided by the strategic policies in Chapter 3 of the Core Strategy, and by policies contained in other development plan documents as well as supplementary planning documents.
- 2.9.5** By 2011 the East London Line extension will connect into the London Overground rail lines running through the middle of Islington and improve connections between the Islington stations of Caledonian Road, Highbury and Islington, and Canonbury with Dalston, Shoreditch and on towards West Croydon. A second phase will connect this line to Clapham Junction. Train frequency on the London Overground will be increased to 8 trains an hour between Highbury and Islington and Dalston during peak periods. The frequency of trains on the Gospel Oak to Barking Line which passes through Upper Holloway and Crouch Hill will be doubled. These improved transport connections, although immediately affecting the key strategic areas, will also mean the largely residential areas surrounding them are better connected. In addition, the area of Dalston in Hackney is undergoing considerable change which is being managed by Hackney Council through an Area Action Plan.

2 Spatial strategy

Policy CS 8

Enhancing Islington's character

A. In the areas of Islington outside the key areas the scale of development will reflect the character of the area. The successful urban fabric of streets and squares, which is a key asset of the borough, will be maintained and poorer quality public realm will be improved. Less successful areas of the borough will be identified and improved. This will be achieved through conservation area policies and other Development Management Policies, supplementary planning documents, and by the council's public realm works.

B. Public realm improvements will enhance pedestrian and cycle routes, making it easier to travel sustainably through the borough. Open spaces will be maintained and enhanced to ensure they are inclusive, accessible spaces.

C. The businesses and shops which provide the mixed use character of Islington will be maintained through employment, retail and design policies. Islington should maintain a mix of uses located in small and large clusters throughout and avoid becoming a dormitory borough composed only of housing.

D. The local shopping areas spread throughout Islington will be protected through planning policies and other council strategies and policies such as the Sustainable Transport Strategy and public realm works. The Development Management Policies will identify these areas and contain policies for managing them.

E. To the east of the borough, Dalston Town Centre in Hackney will be regenerated and increase its retail, business floorspace and build up to 2000 new homes. This improved centre and transport links will be an important retail and employment location for Islington residents particularly with the improved London Overground service.

3 Strategic policies

3 Strategic policies

3.0.1 The following policies cover the whole of Islington.

3.1 Heritage and urban design

- 3.1.1** Islington is a diverse place of many different areas which give the borough its character. The borough has a rich heritage of buildings and spaces which have been maintained and enhanced by the designation of conservation areas and listed buildings over much of the borough. Each conservation area has its own special character and conservation area guidelines have been produced to guide development decisions in each area. The borough also has extensive and diverse archaeology with large areas of Islington designated as Archaeological Priority Areas.
- 3.1.2** There is a certain degree of consistency in the rhythm/repetition of design in the parts of the borough dating from before the First World War, from the common roof lines to the relationship between building height and road width, which generally avoids either buildings of great height on either side or spaces which feel poorly bounded and defined.
- 3.1.3** Many areas of the borough were built after the Second World War, and replaced traditional street layouts with residential estates that sometimes poorly integrate with the existing urban fabric. Within these areas the layout can be confusing with poor separation between private and public space, often leading to poorly used and maintained spaces that require a high level of maintenance and management.
- 3.1.4** Islington's inheritance, in terms of the fabric of the built environment, gives many parts of the borough the feeling of operating on a human scale. This is a valued and important part of the borough's character which the Core Strategy seeks to reinforce. Human scale means buildings and spaces that have the following characteristics:
- **Physical:** scaled to human dimensions, capabilities and limits (e.g. steps, doorways, fixtures and walking distances that fit well to the average person),
 - **Psychological:** a spatial structure that fits well with the human senses, and designed with the people using them in mind (e.g. taking into account sightlines, acoustics, lighting and comfort), and
 - **Social:** the creation of an environment for positive human interaction (achieved through buildings and spaces that are appropriately scaled to the spaces they create, their uses and activities, and their relationship to streets and the wider context).
- 3.1.5** An evidence base assessment has been conducted to determine if there are any suitable locations for tall buildings in Islington. This assessment has concluded that there are no locations suitable for additional tall buildings outside the south of the borough and this area of Islington is being covered in detail by the Bunhill and Clerkenwell Area Action Plan (AAP). It is considered that the AAP and its evidence base is the appropriate policy document to determine if tall buildings are acceptable in this area and if so where. A specific assessment for tall building locations has been undertaken as part of an urban design study for the Bunhill and Clerkenwell Area Action Plan.

- 3.1.6** Residential development that adheres to the principles above will ensure the development of successful, sustainable housing, particularly where it is of a high density. Wherever possible, high density residential development should be at low to medium heights that reinforce Islington's character and traditional street pattern.
- 3.1.7** Conservation and design is about far more than just preserving history or good taste. Put simply, well designed places are places that work better. Careful design should help increase people's sense of well-being, by creating more inclusive environments, making people feel better about where they live, reducing fear of crime, encouraging walking and offering people the opportunity for day-to-day interaction with others. Often, the parts of our built heritage that we value most are those which achieve these aims. Well designed neighbourhoods have the potential to be healthier neighbourhoods.
- 3.1.8** The historic environment is generally defined as anything in our environment resulting from past human activity. Those elements of the historic environment that have significance are called heritage assets. These assets cover building, monument, site, or landscape of historic, archaeological, architectural or artistic interest whether designated or not.

Policy CS 9

Protecting and enhancing Islington's built and historic environment

High quality architecture and urban design are key to enhancing and protecting Islington's built environment, making it safer and more inclusive.

A. The borough's unique character will be protected by preserving the historic urban fabric and promoting a perimeter block approach, and other traditional street patterns in new developments, such as mews. The aim is for new buildings to be sympathetic in scale and appearance and to be complementary to the local identity.

B. The historic significance of Islington's unique heritage assets and historic environment will be conserved and enhanced whether designated or not. These assets in Islington include individual buildings and monuments, parks and gardens, conservation areas, views, public spaces and archaeology. Active management of conservation areas will continue, through a programme of proactive initiatives for the conservation-led regeneration of historic areas, and potential designation of new conservation areas. Archaeological Priority Areas will continue to be defined on the proposals map to assist in the management of these historic assets.

C. Where areas of Islington suffer from poor layout, opportunities will be taken to redesign them by reintroducing traditional street patterns and integrating new buildings into surviving fragments of historic fabric. Reconfiguration based on streets and a perimeter block approach will be a key requirement for new developments, in particular housing estate renewal.

D. All development will need to be based on coherent street frontages and new buildings need to fit into the existing context of facades. Housing developments should not isolate their residents from the surrounding area in 'gated' communities.

3 Strategic policies

E. New buildings and developments need to be based on a human scale and efficiently use the site area, which could mean some high density developments. High densities can be achieved through high quality design without the need for tall buildings. Tall buildings (above 30m high) are generally inappropriate to Islington's predominantly medium to low level character, therefore proposals for new tall buildings will not be supported. Parts of the Bunhill and Clerkenwell key area may contain some sites that could be suitable for tall buildings, this will be explored in more detail as part of the Bunhill and Clerkenwell Area Action Plan.

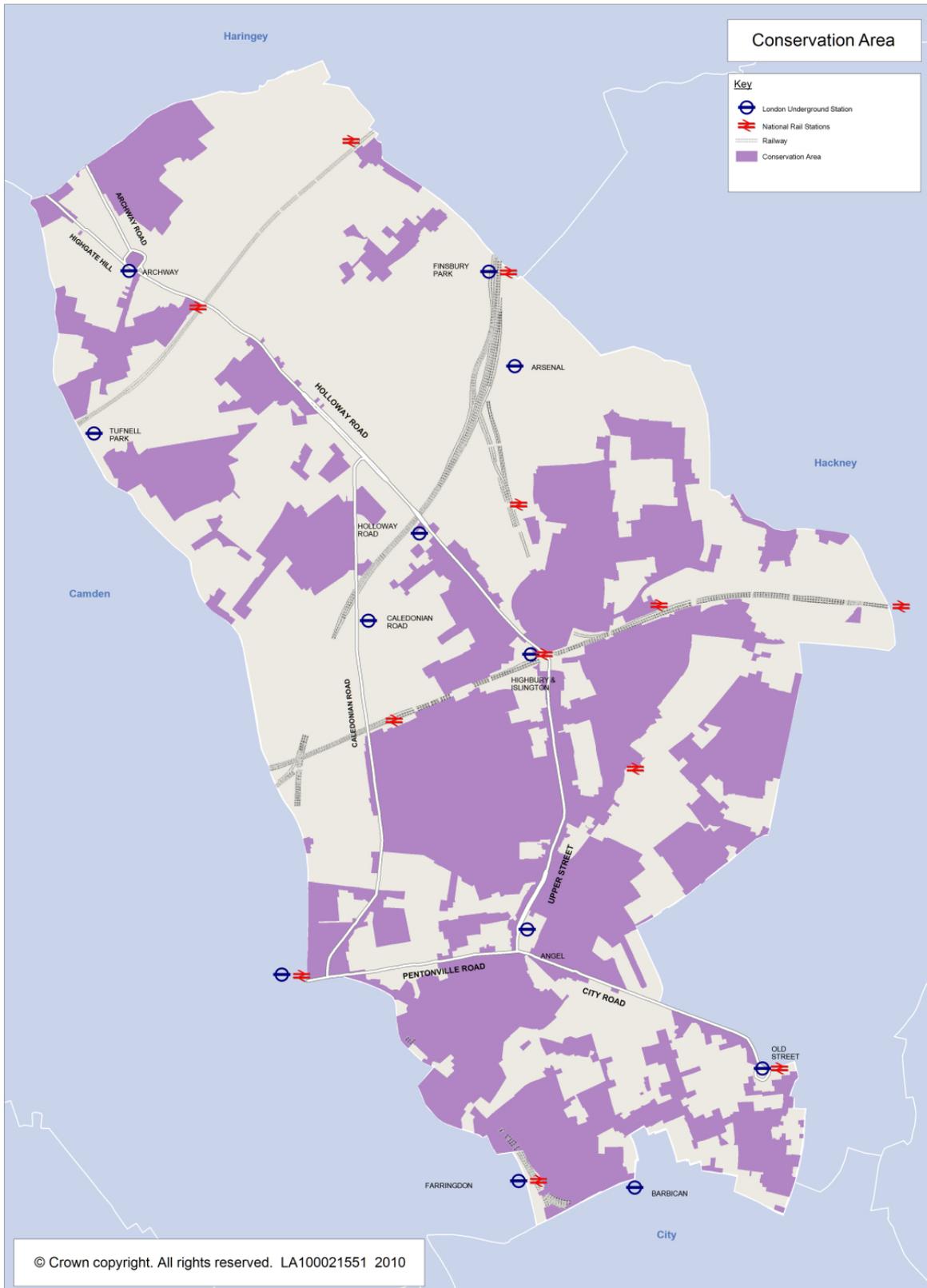
F. New homes need to provide dual-aspect units with clear distinction between a public side and a quieter private side with bedrooms.

G. High quality contemporary design can respond to this challenge as well as traditional architecture. Innovative design is welcomed, but pastiche will not be acceptable. The council will establish new advisory mechanisms to ensure the highest standards of architecture and environmental design.

H. The Development Management Policies and other documents will provide further policies in relation to urban design and heritage. Detailed guidance on urban design in Islington is provided in the Islington Urban Design Guide (IUDG) Supplementary Planning Document.

- 3.1.9** The current legislation relating to conservation areas is contained within the Planning (Listed Buildings and Conservation Areas) Act 1990. Changes to conservation areas and the creation of new conservation areas can be carried at anytime as part of ongoing assessment by the council. There will be public consultation when any changes are proposed to Islington's conservation areas. Existing conservation areas in Islington are shown in Map 3.1 below.

Map 3.1 Conservation areas in Islington



3 Strategic policies

3.2 Sustainability

Looking after the environment and tackling climate change

- 3.2.1** Protecting and improving our environment and tackling climate change are key priorities for Islington. Reducing carbon dioxide (CO₂) emissions, adapting to future climate change, ensuring resource use is kept within sustainable levels, promoting biodiversity and improving quality of life are all key issues for the borough. As well as addressing new development, improving the environmental sustainability of the existing building stock and wider public realm are important challenges for the borough. The London Plan provides a strong basis for tackling environmental issues. Islington's Core Strategy seeks to build on this by addressing the range of environmental pressures faced by the borough, as well as by looking to exploit a number of opportunities that exist in the area.
- 3.2.2** Islington's environment is under particular pressure, both due to the density and central urban location of the borough and the levels of growth it is experiencing. Reducing our environmental impact whilst supporting growth is particularly challenging, as illustrated by the increase in borough-wide CO₂ emissions between 2005 and 2007, (reported in Islington's State of the Environment Report 2009), despite national and local efforts to reduce emissions. Protecting biodiversity, reducing water and other resource use and ensuring the borough is adapted to climate change are also challenging issues, given this context. However, there is also an opportunity to use growth and change to support the development of more sustainable neighbourhoods, improve the borough's local environment, reduce fuel poverty, and drive Islington's green economy. Driven by a strong local commitment to environmental issues, Islington is already leading the way with its sustainability agenda, including by delivering high environmental standards through planning.
- 3.2.3** Detailed research has established a clear evidence base around the need for, opportunities for, and feasibility of, the sustainable design policy. The policy is based on a review of national, regional and local policy and evidence, including Islington's State of the Environment Report, and a review of sustainability standards within approved major developments in the borough. Studies carried out by the council have also demonstrated the potential for decentralised energy (DE) networks within Islington and the technical feasibility and financial viability of proposed CO₂ reduction targets for development. To ensure flexibility within the plan period the CO₂ reduction targets will be reviewed and updated to take into account amendments to energy efficiency standards within the Building Regulations and other factors affecting viability.
- 3.2.4** The special circumstances described above provide Islington with the incentive and the opportunity to set ambitious, locally specific, sustainability standards which build on those in the London Plan, through the proposed sustainable design policy below, supported by the Development Management Policies and the Sustainable Design Supplementary Planning Document (SPD). This will ensure that the range of environmental issues affecting the borough is fully addressed and enable Islington to continue leading the way in demonstrating environmentally sensitive development.

Policy CS 10

Sustainable design

The council will seek to minimise Islington's contribution to climate change and ensure that the borough develops in a way which respects environmental limits and improves quality of life. It will do this by:

A. Promoting zero carbon development by:

- requiring all development to demonstrate that it has minimised on-site carbon dioxide (CO₂) emissions by using less energy through maximising energy efficiency, supplying energy efficiently using low carbon heating and cooling systems, and using on-site renewable energy generation.⁽¹⁴⁾ All major development should achieve an on-site reduction in total (regulated and unregulated) CO₂ emissions of at least 40% in comparison with total emissions from a building which complies with Building Regulations 2006, unless it can be demonstrated that such provision is not feasible. Major development in areas where connection to a decentralised energy network is possible should achieve an on-site reduction in total (regulated and unregulated) CO₂ emissions of at least 50% in comparison with total emissions from a building which complies with Building Regulations 2006, unless it can be demonstrated that such provision is not feasible. Further detail around these targets, including requirements for minor schemes will be set out in the Development Management Policies.
- working with partners to promote and develop decentralised energy (DE) networks, with a particular focus on areas of the borough with the greatest potential for such networks (see figure 3.2). Existing DE networks within the borough will be protected and their expansion supported. All development will be required to contribute to the development of DE networks, including by connecting to such networks where these exist within the proximity of the development.
- requiring development to offset all remaining CO₂ emissions associated with the building through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock. This contribution would be made on the basis of an established price per tonne of CO₂ which would be based on the cost of reducing emissions from existing buildings, for example through retrofitting of energy efficiency measures. The proposed price per tonne and further details around implementation of the offset policy will be set out in the Sustainable Design SPD.

B. Requiring all development to achieve the highest feasible level of a nationally recognised sustainable building standard. Target levels of the Code for Sustainable Homes and Building Research Establishment Environmental Assessment Methodology (BREEAM) will be set out in the Development Management Policies.

14 Following the energy hierarchy set out in policy 4A.1 in the London Plan

3 Strategic policies

C. Requiring all development to demonstrate that it meets best practice water efficiency targets and, unless it can be shown not to be feasible, incorporates rain and grey water recycling. Residential schemes will be required to achieve a water efficiency target of 95 litres/person/day or less, with non-residential schemes achieving best practice efficiency levels as set out in Development Management Policies.

D. Requiring all development to demonstrate that it protects existing site ecology and makes the fullest contribution to enhancing biodiversity, both through on-site measures and by contribution to local biodiversity improvements.

E. Requiring all development to demonstrate that it is designed to be adapted to climate change, particularly through design which minimises overheating and incorporates sustainable drainage systems (SUDS), with more specific targets to be set out in the Development Management Policies. Developments may also be required to contribute to wider local adaptation schemes which mitigate the impacts of climate change.

F. Requiring all development to minimise the environmental impact of materials, for example through use of sustainably-sourced, low impact and recycled materials, and to take all possible measures to minimise the impact of construction on the environment, including by minimising construction waste. Further detail will be set out in a Sustainable Design SPD.

G. Requiring all development to be designed and managed to promote sustainability through their ongoing operation, for example through measures which raise awareness about environmental issues and support sustainable lifestyles, and to be adaptable to changing needs and circumstances over their lifetime. Further detail will be set out in a Sustainable Design SPD.

H. Encouraging sustainable transport choices through new development by maximising opportunities for walking, cycling and public transport use, and requiring that all new developments are car-free⁽¹⁵⁾. Key proposals to increase cycling and improve safety are set out in the Islington Cycling Action Plan.

I. Working with partners and local communities to improve the environmental sustainability of the existing building stock and wider public realm, with a particular focus on increasing energy efficiency of homes and businesses.

3.2.5 The CO₂ reduction policy aims to ensure all development, including refurbishments, minimise their CO₂ emissions, while ensuring flexibility by taking into account the context of each development – for example, its nature, size, location, accessibility and operation. The policy specifies a CO₂ reduction target for all major developments: targets for minor developments will be defined in the Development Management Policies.

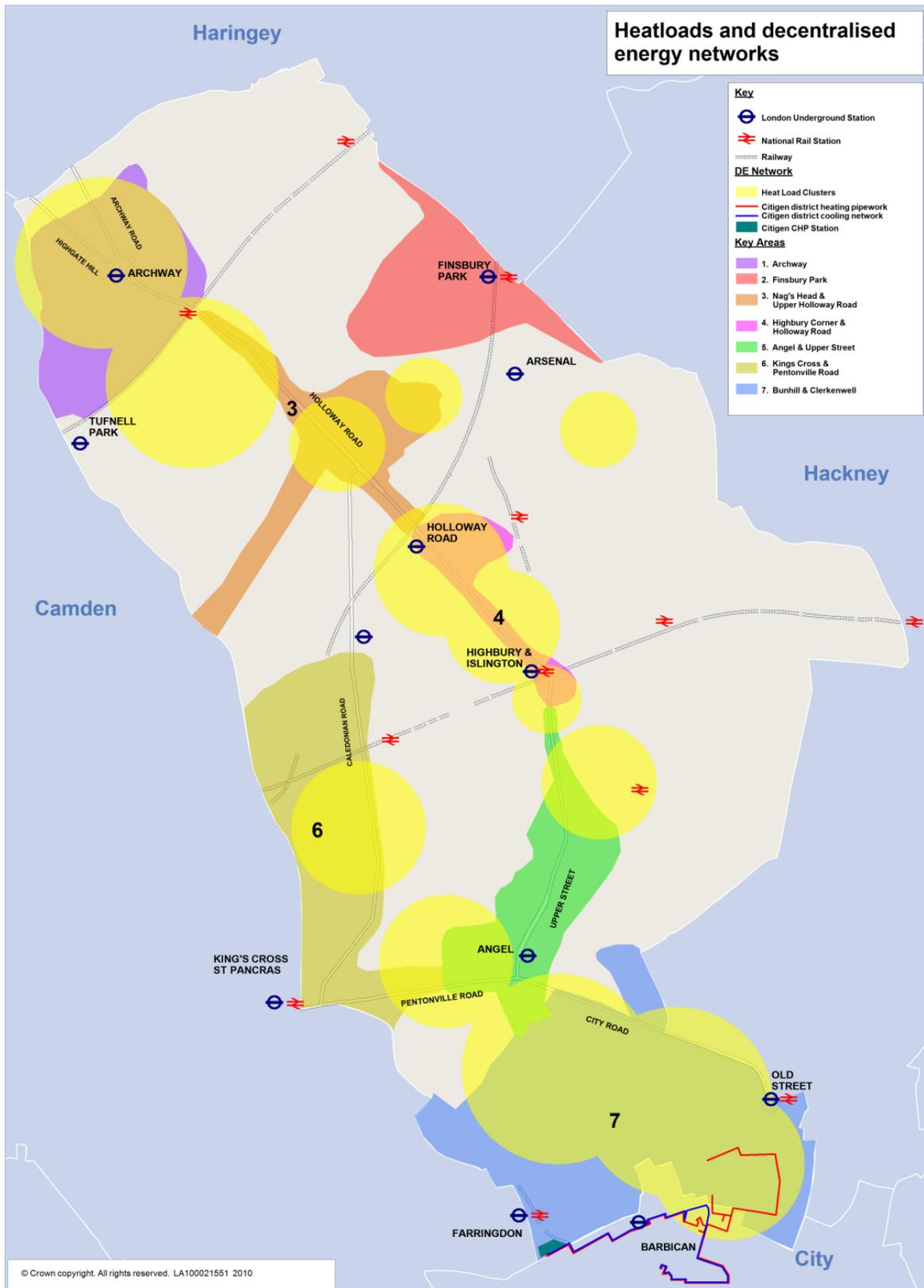
15 Car free development means no parking provision will be allowed on site and occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people.

- 3.2.6** The CO₂ reduction targets for major developments have been established following detailed technical feasibility and financial viability work, following the principle set out in the London Plan that all development will be expected to make the maximum contribution towards climate change mitigation. In line with the London Plan, the target relates to total CO₂ emissions, including regulated and unregulated emissions, compared to total emissions from a building which complies with Building Regulations 2006. The targets have been defined as a total level of CO₂ reduction which includes energy efficiency measures, Combined Heat and Power or connection to a DE network and renewable energy. This approach has been developed in order to fit with government policy direction, including the draft definition of zero carbon. It will also provide increased flexibility for developers and should provide a greater incentive for enhanced energy efficiency standards and decentralised energy.
- 3.2.7** Compliance with the London Plan energy hierarchy in meeting this target will still be expected. Following maximisation of energy efficiency and incorporation of low carbon heating and cooling systems, the London Plan target of 20% CO₂ reduction through on site renewable generation (4A.7) should be met where possible, to support achievement of the 40% or 50% target. For example to meet the 40% reduction, a scheme may achieve a 15% reduction in total CO₂ emissions through energy efficiency measures and 25% reduction using renewable energy. Criteria specifying where connection to a DE network is deemed possible, and therefore the 50% policy will be applied, will be set out in Development Management Policies. This will ensure connection to DE networks is maximised. Where such a connection is possible on-site technologies will be expected to complement DE networks. Further detail of how the CO₂ reduction policy and targets will be applied will be included within Development Management Policies.
- 3.2.8** Clear implementation and monitoring of the CO₂ reduction policy will be a priority and the policy has been designed to facilitate this. All relevant schemes will be expected to submit an Energy Assessment demonstrating how they comply with the policy. Implementation of the target total CO₂ reduction level in any approved scheme should then be independently verified through nationally recognised, independently audited schemes, such as the Code for Sustainable Homes (for new build residential developments) and BREEAM (for all other developments). While the target within the Core Strategy relates to total (regulated and unregulated) CO₂ emissions, in line with London Plan policy, it will be possible to express agreed target reductions as a proportion of regulated emissions only and, from this, to specify achievement of a particular number of energy credits within the Code and, where possible, BREEAM. This is likely to be done on a case-by-case basis to ensure agreed CO₂ reductions are delivered.
- 3.2.9** In conjunction with a requirement for on-site CO₂ reduction, the Core Strategy and other LDF documents will also strengthen the London Plan policies on heating, cooling and power, particularly to promote Combined Heat and Power (CHP) and Combined Cooling, Heat and Power (CCHP) and Decentralised Energy (DE) networks in the borough. Detailed studies carried out by Islington Council have demonstrated the potential for the development and expansion of DE networks in the borough. While it is difficult to predict exactly where these networks will be developed, significant opportunities exist in areas where networks are already established, as well as those which have high levels of existing heatload and/or

3 Strategic policies

are likely to experience significant amounts of new development. Figure 3.2 shows the location of the borough's principal existing DE network, Citigen, alongside areas identified as being most likely to be able to support DE networks in the future, based on an analysis of existing heat loads and the key development areas identified within the Core Strategy. These areas form the current priority areas for development and expansion of DE networks, although others are likely to arise over time, for example, through emerging clusters of new developments or their co-location with large existing heat loads. More detailed policies to encourage DE networks will be included within the Development Management Policies, including further detail around the requirement on developments to contribute to the development of heat networks, for example, by being designed to be able to connect to a heat network, or through wider physical or financial contributions to future schemes.

Map 3.2 Decentralised Energy Network Map



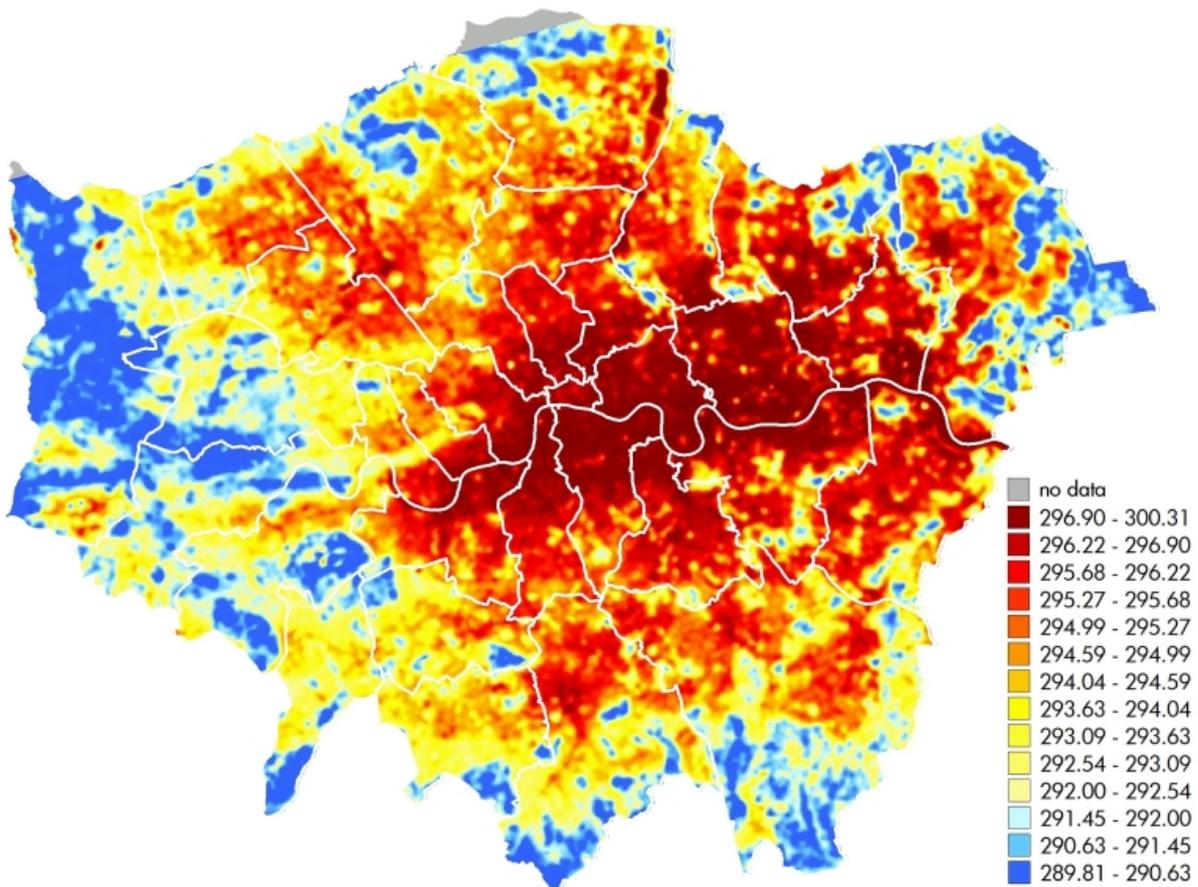
3 Strategic policies

- 3.2.10** In order to maximise the contribution that development can make to tackling climate change, the policy requires developments to offset any remaining CO₂ emissions by making a financial contribution (based on an agreed price per tonne of carbon) which would fund local CO₂ reduction projects which would offset the equivalent level of emissions. The price per tonne will be set and updated in the Sustainable Design SPD, in consultation with stakeholders, based on the current cost of implementing cost-effective measures to reduce CO₂ emissions from the existing building stock in Islington. The offset policy will also be applied to minor schemes, although the mechanism for calculating the offset contribution may be simplified to ensure effective implementation, taking into account the onsite CO₂ target established in the Development Management Policies. The offset mechanism will be used to deliver additional reductions in CO₂, over and above achievement of the on-site CO₂ target set out in this policy, and will not be used as a substitute for maximising on-site CO₂ reduction following the energy hierarchy. Offsetting remaining emissions associated with development by implementing measures which reduce emissions from the existing building stock provides a cost effective way of delivering development which has a net zero impact on CO₂ emissions, in line with the government's emerging definition of zero carbon. As well as having wider social and regeneration benefits, such a policy will be crucial in enabling Islington to meet challenging CO₂ targets, given predicted growth in population and jobs. The viability of such a policy has been demonstrated as part of the CO₂ reduction target viability assessment described above. Further detail on the implementation of this policy will be provided within a Sustainable Design SPD.
- 3.2.11** The sustainable design policy requires all developments to achieve the highest feasible level of a relevant national sustainable design standard. The Code for Sustainable Homes (the national standard for sustainable design and construction of new homes) or the Building Research Establishment Environmental Assessment Methodology (BREEAM) (a nationally recognised standard covering all other development types) are both current examples. Using the Code and BREEAM will also allow developers to demonstrate to the council their implementation of the CO₂ reduction target, water target and other sustainability policies.
- 3.2.12** The policy also sets a target level of water efficiency for all residential development (95 litres/person/day). This target is based on research by the Environment Agency⁽¹⁶⁾ which suggests that such a target can be achieved without incurring significant additional costs and without the use of rainwater and/or greywater recycling. Similarly challenging targets would also be set for non-residential water use within the Development Management Policies. Other targets, such as those relating to water efficiency, will also be reviewed and updated as appropriate over the plan period.
- 3.2.13** Developments will also be expected to protect and enhance biodiversity and be adapted to climate change, using measures appropriate to Islington and which respond to the particular local context, for example the urban heat island as shown in Figure 3.3. Measures such as orientating buildings and use of solar shading to minimise solar gain, natural ventilation, incorporation of green roofs and SUDS, protecting and enhancing open space

16 'Towards Water Neutrality in the Thames Gateway' Environment Agency (2007) and 'Assessing the Cost of Compliance with the Code for Sustainable Homes' Environment Agency (2007)

and trees will all need to be addressed. Developments may also be asked to make contributions towards wider biodiversity improvements or climate change adaptation measures within the local area, including to mitigate the impacts of their scheme or to support wider green infrastructure. These aspects of the policy would be linked to Islington's Biodiversity Action Plan and Climate Change Adaptation Strategy. More detailed requirements around these policies will be included within other documents within the LDF. This policy is also linked to the broader spatial approach to adaptation within the open space policy.

Map 3.3 London Heat Island Map (estimated land surface temperature in kelvin, in London at 21.44 on 28 July 2006 - Source LUCID project, UCL. Zero kelvin = -273.15 degrees Celsius)



3.2.14 The sustainable design policy also aims to minimise wider environmental impacts associated with development, for example, by encouraging developments to minimise the environmental impact of their material use and construction practices and to ensure developments are designed to be able to adapt to changing future needs, rather than needing to be demolished and rebuilt. Furthermore, the policy will ensure that proposals to minimise the environmental impact of a development cover its ongoing operation, including to ensure environmental features are properly monitored, managed and operated

3 Strategic policies

and by considering how the behaviour of its future users could be influenced. More specific requirements will be detailed within the Development Management Policies and the Sustainable Design SPD.

- 3.2.15** Promoting sustainable transport choices within Islington is important given the crowded nature of Islington's road network, the associated pollution and poor air quality that this creates. Promoting walking, cycling and use of public transport will help to stabilise the levels of car use within the borough. Improving the quality of the public realm will be particularly important in encouraging walking and cycling. Developer contributions to sustainable transport and public realm improvements will be encouraged as set out in the Planning Obligations SPD (July, 2009). Requiring new residential developments to be car-free and encouraging car clubs will also help to reduce traffic congestion and associated pollution from new developments. Further detailed policy will be set out in the Development Management Policies.

Waste

- 3.2.16** Sustainable waste management will require a major improvement in the degree in which all London boroughs deal with waste. This means dealing with more waste higher up the waste hierarchy to reduce waste creation and then increasing re-use and recycling waste whilst considering waste as an energy source.
- 3.2.17** The Mayor of London has set a target of 85% self sufficiency across all waste streams by 2020. This will require new facilities using new technologies which deal with waste as a resource to be developed across the capital.
- 3.2.18** Islington has an apportionment target set out in the London Plan of 201,000 tonnes per year by 2010 rising to 312,000 tonnes in 2020. The council needs to identify sufficient land to provide capacity to deal with this waste target and is working in partnership with the North London boroughs of Barnet, Camden, Enfield, Hackney, Haringey and Waltham Forest to do so through development of a Joint Waste Planning Document. The North London Waste Plan (NLWP) will meet an aggregated apportionment target across the seven boroughs through identifying sites for waste management facilities across the boroughs.
- 3.2.19** The NLWP Issues and Options document was published for consultation in January 2008. The next stage of consultation on the NLWP was published in autumn 2009 which identified waste related policies and the short list of suitable sites identified across the seven boroughs. The boroughs are expecting to publish the Proposed Submission version of the NLWP in spring 2011. Reports on the different stages of consultation to date and a timetable for the remaining stages are available on the website at www.nlwp.net.

Policy CS 11

Waste

The council will encourage sustainable waste management by:

- A. Promoting waste reduction, re-use, recycling, composting and resource efficiency over landfill.
- B. Requiring developments to provide waste and recycling facilities which fit current and future collection practices and targets and are accessible to all.
- C. Designating sites through the NLWP to meet an aggregated apportionment target across the seven North London boroughs ⁽¹⁷⁾. These sites will be the principal locations considered suitable for waste facilities.
- D. Protecting the Hornsey Street transfer and household recycling facility against change of use in line with policies set out in the NLWP.

17 The London Plan allocates how much waste each London borough is required to deal with. However, Islington works with six other boroughs in North London. As a group they will find suitable sites for waste handling facilities within the seven boroughs to deal with the total waste allocated to them

3 Strategic policies

3.3 Housing

- 3.3.1** Population growth is not something that the council can control: this is a result of wider trends at the London, national and international level and Islington is expected to provide for this growth. The projected population growth is not expected to be evenly distributed across the borough with stronger population growth in the south. This has already been presented in the area sections across the borough.
- 3.3.2** Equally the council cannot control house prices and, despite the current falling sales prices in both the new and second-hand markets, housing need still outstrips supply and will continue to do so. But for new residential development the council can control the amount of affordable housing required, the quality of new homes, access to them, and other specific provisions.

Housing target

- 3.3.3** The Greater London Authority (GLA) has identified capacity for an additional 30,500 new homes per year. This London-wide capacity has been translated into borough housing targets for the period 2007/8 to 2016/17. These are minimum figures which the GLA's capacity study indicates the boroughs should provide. Islington's overall minimum target is 11,600 units between 2007/8 – 2016/17, which equates to an annual housing target of 1,160 units. The GLA has recently undertaken a London-wide Housing Capacity Study (HCS)/Strategic Housing Land Availability Assessment (SHLAA) which has informed the revised overall borough targets as part of the London Plan review process. As part of the formal consultation on the draft replacement plan, the Mayor published the proposed new targets on 12 October 2009. The proposed annual target for Islington for the period 2011/12 - 2020/21 is 1,170 units.
- 3.3.4** In order to meet the current London Plan housing target, Islington will need to deliver 17,400 residential units over the 15 year period (2010/11 – 2024/25), which is broken down in Table 3.1 below.

Table 3.1 Current London Plan (2008) housing target

	Annual target	Cumulative target over 15 years (2010/11 – 2024/25)
Conventional dwellings	992	14,880
Non-self contained	133	1,995
Vacants brought back to use	33	495
TOTAL	1,160	17,400

- 3.3.5** If the draft replacement London Plan targets are adopted, Islington will be required to deliver a total of 17,550 residential units over the 15 year period. This is broken down as follows in Table 3.2:

3 Strategic policies

Table 3.2 Draft Replacement London Plan (October 2009) housing target

	Annual target	Cumulative target over 15 years (2010/11 – 2024/25)
Conventional dwellings	922	13,830
Non-self contained	250	3,750
Vacants brought back to use	0	0
TOTAL	1,170	17,550

3.3.6 The Core Strategy can achieve both of these targets as explained below.

3.3.7 To achieve the target it is necessary for the council to identify a supply of housing sites in the borough over the fifteen year period. This has been done through the London wide Housing Capacity Study/Strategic Housing Land Availability Assessment (SHLAA) 2009, which has been supplemented and updated by a detailed assessment of all extant planning permissions and other potential housing sites. The anticipated housing provision from 'known' sites and small 'windfall' sites is set out in Table 3.3 below.

Table 3.3 : Anticipated housing provision from 'known' sites and small "windfall" sites

	'known' sites	Small windfalls (< 0.25ha)	Total
1-5 year	4,588	1,055	5,643
6-10 year	1,730	2,718	4,448
11-15 year	2,407	2,720	5,127
Total	8,725	6,493	15,218

3.3.8 The estimated delivery from each of the seven key areas identified in the Core Strategy is set out in Table 3.4 below.

Table 3.4 : Estimated housing delivery in key areas

Key area	Years 1-5	Years 6-10	Years 11-15	Total
1. Archway	28	239	282	549
2. Finsbury Park	192	0	500	692
3. Nag's Head and Upper Holloway Road	142	49	89	280
4. Highbury Corner and Holloway Road	677	146	65	888
5. Angel and Upper Street	320	0	15	335

3 Strategic policies

Key area	Years 1-5	Years 6-10	Years 11-15	Total
6. King's Cross	88	7	160	255
7. Bunhill and Clerkenwell	1,615	514	1,032	3,161
Total	3,062	955	2,143	6,160

High Quality Homes

- 3.3.9** The quality of our housing has a considerable impact on our overall quality of life. While higher density development offers opportunities to provide more homes, it is not a simple solution as it requires careful design and management to work.
- 3.3.10** The focus in the UK is typically on the number of bedrooms, but this does not necessarily ensure sufficient space standards for residents. There is evidence that inadequate space standards can lead to pressures on families, and particularly children (GLA 2006). It is also the case that the Lifetime Homes requirement (referred to below) does not in itself ensure good space standards and may not, for example, guarantee sufficient storage. We intend to set out minimum standards in the Development Management Policies. We are mindful that these can easily come to be seen as maximum standards and so will use these as a starting point in discussions with developers.
- 3.3.11** The stock of housing in Islington is heavily skewed toward smaller dwelling types such as flats - an estimated 81% of households live in flats, which is significantly above the national average of 17% and the average for Greater London of 45%. Islington has recently seen a large proportion of smaller flats being built, which does not necessarily match the housing need. Providing accommodation suitable for families assists the creation of mixed and balanced communities, and as such, protecting existing family-sized housing is as important as delivering new units. The Core Strategy will aim to ensure that, in the future, an adequate mix of dwelling sizes is delivered within new development, alongside the protection of existing family housing.
- 3.3.12** Noise can have a significant effect on the environment and on the quality of life enjoyed by individuals and communities. In Islington transport is one of the principal sources of noise. In accordance with the Environmental Noise (England) Regulations 2006 DEFRA have produced strategic noise maps for England which estimates noise levels from various transport sources. In the absence of local evidence the interactive maps ⁽¹⁸⁾ are intended for strategic purposes only but provide an adequate indication for policy to require an assessment of noise in particular locations in the borough. In line with national Planning Policy Guidance (PPG24: Planning and Noise) the recommended noise exposure categories will be applied for residential dwellings to ensure that adequate mitigation is implemented.

18 <http://noisemapping.defra.gov.uk/cara/wps/portal/noise/maps>

- 3.3.13** Noise from neighbours, or other residents in the home, can cause stress, prevent sleeping, impact studying, lead to conflicts and contribute to poor mental and/or physical health. This noise can be minimised by good design and use of appropriate materials in homes. A high density residential environment requires noise minimisation to be a top priority.

Affordable housing

- 3.3.14** The character of Islington owes much to its population diversity and a plurality of income, social class and background. The borough has historically benefited from a housing supply in which about a half of all homes have been in affordable tenures.
- 3.3.15** Given the level of need in the borough, the council wishes to deliver as many affordable homes as possible, and this is clearly reflected in Islington's Sustainable Community Strategy. Islington's Housing Needs Study (May 2008) clearly demonstrates that affordability is, and will continue to be, a major issue in the borough. In addition to the existing backlog of unmet need, there will be future need made up of newly formed households unable to buy or rent on the open market, and from some existing households falling into need, particularly from overcrowded family homes. Further details on housing need in Islington can be found in the above mentioned study.
- 3.3.16** The London Plan sets a strategic London-wide target for 50% of all housing provision to be affordable. Within that it sets a London wide objective that 70% of affordable provision should be social housing and 30% intermediate housing (typically housing for part purchase and part rent). The current London Mayor is proposing to remove the 50% London-wide target and proposes to adjust the split between social and intermediate housing from 70/30 to 60/40.
- 3.3.17** Islington has undertaken its own Affordable Housing Viability Study (July 2009) which demonstrates that such a target is achievable in the long term if applied sensitively. During the downturn in the housing market each scheme will be examined very carefully in order not to restrain residential development. It is important to note that the strategic target relates to the delivery across all sites in the borough, and so includes sites which will achieve 100% affordable housing.
- 3.3.18** The council wants to make a place where middle income people can afford to live, including families with dependent children, and older people. Over past years the borough has increasingly become dominated by extremes of wealth and poverty and particular age groups. The council believes it would be beneficial to encourage a greater social mix in the area. It is generally acknowledged that, in addition to increasing housing supply, intermediate housing can help achieve more inclusive, mixed-income communities, contributing to economic and social stability. It gives people an opportunity to live in their own home and settle down in an area on a longer term basis, as opposed to sharing and moving home very frequently, therefore helping to reduce transiency of the population. Intermediate housing provides a degree of long term security for many Londoners who want to get away from living at home, or sharing a private rented property, and would never be eligible for social housing. The council will work with its partners to find innovative ways of making intermediate housing, including low cost home ownership and sub-market

3 Strategic policies

rented accommodation, more affordable for those on low and medium incomes. In recent years a number of Islington residents and key workers on incomes between £25,000 and £35,000 have taken advantage of intermediate housing products, and the council will seek to support products which target this group in particular. The council has also produced a Housing Strategy which seeks to address this and a range of other housing issues in the borough.

3.3.19 The council wishes to avoid large single tenure developments or the predominance of a single tenure type in any one area.

3.3.20 The Affordable Housing Viability Study concluded that different mix of social and intermediate elements within the affordable housing provision is not the most critical factor affecting viability. The sub-regional Strategic Housing Market Assessment, which focuses on seven Central and North London boroughs including Islington, will provide further evidence to support policy development in relation to tenure split.

Lifetime Homes and wheelchair housing

3.3.21 In recognition of the need for disabled people to have the same options as other people the council would require a proportion of all new residential development to be fully wheelchair accessible. This is in line with the London Plan policy and new housing will be expected to meet these standards.

3.3.22 The council has approved an Accessible Housing Supplementary Planning Document (SPD) which sets out the council's approach to designing 'flexible homes', which is being taken forward in the Core Strategy. The standards build on those set out by Lifetimes Homes and are defined as flexible homes by the council as they have been reinterpreted to apply to the typical developments that come forward in Islington.

Contributing to student accommodation provision

3.3.23 Higher education is a very important employer in London, and in turn student accommodation contributes to the economic prosperity of London. However, in recent years a huge increase in the development of student halls of residence in Islington is providing a large number of student bedrooms and the potential of over-concentration of student accommodation. The sheer scale of applications for student accommodation in the borough raises real concern as it can threaten the attempt to achieve a more mixed balanced and stable population. The council has exceeded its targets for student housing many times over in recent years and believes that some action is now required to ensure a balanced approach is taken which weighs the benefits of student accommodation against its impact on the wider community. In addition, land for housing and employment uses in Islington is in very short supply making delivering these two uses the council's absolute priority.

3.3.24 The London-wide Strategic Land Availability Assessment addresses the issues of student accommodation and has informed provisional targets for this form of housing in each London borough. In addition, the need for student accommodation will be addressed

through a sub-regional Strategic Housing Market Assessment (SHMA) referred to above. The council will provide details in a supplementary planning document of how concentration of student accommodation is measured and what level of concentration is regarded as acceptable.

- 3.3.25** The cost of accommodation while attending university can be a major disincentive to lower income students. However, the rent levels of the new student accommodation can be very high (e.g. rent for single rooms for 2008/9 at 200 Pentonville Road, a new student hall of residence costs £220 - £280 a week). The London Plan states that boroughs should not seek conventional affordable housing contributions on applications for student accommodation, but this does not preclude these developments from providing affordable student accommodation. The council has already secured funding and subsidised rents for student accommodation through s106 agreements for new student halls or residences. The help with accommodation is aimed at enabling disadvantaged Islington residents continue their education. This helps some local young people take a step towards improving their employment potential, tackling poverty and worklessness in the long term.
- 3.3.26** Student accommodation schemes will be considered housing development for the purpose of applying Policy 12 H. Accessible housing standards are set out in detail in the Accessible Housing SPD adopted in March 2009.

Gypsy and Traveller sites

- 3.3.27** The Core Strategy must include criteria for the location of Gypsy and Traveller sites. Islington is currently one of seven London boroughs with no such sites, although there may be some families in permanent accommodation who consider themselves to be Gypsies/Travellers and may need to return to non-fixed accommodation in the future. The council has worked with the Greater London Authority on a study of Gypsy and Traveller needs assessment for London. This has identified Islington as having a minimum need for zero pitches and a maximum need from Gypsies and Travellers currently living in housing for three pitches between 2007 and 2017 (which equates to a land requirement of approximately 0.1 hectares).
- 3.3.28** The council will seek to identify any possible sites in the Site Specific Allocations, or failing that, will work on a sub regional basis to try and satisfy the identified need. The council will work actively with our development partners to seek to deliver a site for Gypsies and Travellers as required by government policy. Islington faces a specific set of circumstances - such as extreme competing development pressures, shortage of vacant sites and very high land values - which will need to be addressed before the sites can be delivered. The council shall work to promote harmonious relations between the settled community and any future Gypsy and Traveller site in the borough, and shall work towards proper site management in line with the principles of good housing management.

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Flexibility

3.3.29 As regards the housing delivery, the Core Strategy is very flexible in that it does not rely on any one large site or a group of sites to meet the housing targets, nor is housing delivery dependent on an individual large piece of infrastructure. As far as the current economic downturn is concerned, Islington has not yet seen any slowdown in completion rates. The recent completion figures are exceptionally high, and remain well in excess of the current target.

3.3.30 Clearly, the greatest risk to housing delivery is the reduction in, and cost of, credit available to developers, land purchasers and home buyers, as well as likely reduction in grant levels available to fund the delivery of affordable housing. For instance, new mortgages for shared ownership and buy-to-let have been particularly affected, which could affect the delivery of intermediate housing and market-rented housing. This new financial climate raises uncertainties about whether housing and affordable housing delivery achieved in recent years can continue. The council will monitor the delivery very closely. If the overall supply of housing appears to be seriously threatened by economic conditions, the Core Strategy policies are sufficiently flexible to enable the council to tailor its approach to changing circumstances with the view to maximising delivery. For instance by:

- Seeking maximum reasonable amount of affordable housing from private schemes, taking into account viability
- Actively considering innovative forms of intermediate housing, including sub-market rented accommodation, to take advantage of funding and credit that is available at any given time
- Sensitively applying S106 requirements to maintain viability
- Working very closely with partners (such as the Homes and Communities Agency, the Mayor of London and registered social landlords) to secure funding and develop financial packages which will help unlock stalled schemes
- Securing additional affordable housing on council's own land.

3.3.31 Therefore, whilst there is a risk of a slowdown in the short term, it is likely that in the longer term the housing growth will continue at a healthy rate and targets will be met over the plan period. Islington's housing trajectory suggests that supply of housing will not fall short of targets, unless completion rates drop very significantly below expectations. The borough continues to be a very attractive location for housing developers, and as stated above, it has a sufficient supply of housing land made up of a variety of sites, including a continuing supply of small windfall sites.

Policy CS 12

Meeting the housing challenge

Islington will meet its housing challenge, to provide more high quality, inclusive and affordable homes by:

A. Ensuring residents have a good quality of life while living in the second most densely developed borough in the country. This requires careful management of the design, layout, materials and locations of residential developments. To help achieve a good quality of life the **residential space and design standards** will be significantly increased from their current levels. Islington's Development Management Policies will set out these in detail. This will support the council's aim of retaining and encouraging middle income families and older residents alongside meeting the pressing need for more social-rented housing.

B. Ensuring Islington has a continuous supply of land for housing by identifying sites in Islington's five, ten and fifteen year **housing supply**. Proposed developments which result in the reduction of land supply for conventional housing will be refused.

C. Seeking to meet and exceed the borough **housing target**, which is set by the Mayor of London. The current annual target, which is in the process of being reviewed, requires Islington to build 992 conventional homes, 133 non-self contained units and to bring 33 vacant homes back into use during the period 2007/8 to 2016/7.

D. Residential developments following and not exceeding the **densities** level set in the London Plan (currently shown in the London Plan density matrix), and complying with housing quality standards set out in other parts of the Local Development Framework.

E. Requiring a **range of unit sizes** within each housing proposal to meet needs in the borough, including maximising the proportion of family accommodation in both affordable and market housing, and **resisting the loss of existing units** that are appropriate for the accommodation of families.

F. Identifying areas where high levels of external **noise and vibration** may make residential development unacceptable, unless appropriate mitigating measures can be provided to the required standard. The transmission of noise from neighbouring buildings and within dwellings will also be minimised. The issue of noise will be addressed in more detail in the Development Management Policies.

G. Provide **affordable housing** by:

- requiring that 50% of additional housing to be built in the borough over the plan period should be affordable.

3 Strategic policies

- requiring all sites capable of delivering 10 or more units gross to provide affordable homes on-site. Schemes below this threshold will be required to provide financial contribution towards affordable housing provision elsewhere in the borough. ⁽¹⁹⁾
- seeking the maximum reasonable amount of affordable housing, especially social rented housing, from private residential and mixed-use schemes over the threshold set above, taking account of the overall borough wide strategic target. It is expected that many sites will deliver at least 50% of units as affordable, subject to a financial viability assessment, the availability of public subsidy and individual circumstances on the site.
- seeking to increase delivery of affordable housing, especially social rented housing, from other sources such as 100% affordable housing schemes by Registered Social Landlords, building affordable homes on council's own land, and from a range of intermediate housing products available on the market.
- delivering an affordable housing tenure split of 70% social housing and 30% intermediate housing.
- ensuring affordable housing units are designed to a high quality and be fully integrated within the overall scheme.

H. Requiring all new housing to comply with 'flexible homes' standards ⁽²⁰⁾, with at least 10% wheelchair housing provided as part of all new developments.

I. Consistent with Policies 4 and 7, the provision of additional student accommodation will be supported only within the identified London Metropolitan University campus area and specific City University London sites. These will be designated or allocated in the Site Specific Allocations and Bunhill & Clerkenwell Area Action Plan. Elsewhere, student accommodation will be restricted to reflect the priority need for conventional homes and employment uses. The impact student accommodation has on local infrastructure including open space and transport will be taken into account when assessing applications.

J. Student accommodation developments will help increase access to higher and further education and tackle worklessness by providing funding for bursaries for students leaving council care and other Islington students facing hardship who are attending a higher or further education establishment. The funding provided by the development will be an annual payment equivalent to the rent level charged for a percentage of the student bedrooms in a development. The payments will continue for as long as the site is used for student accommodation. The percentage of student bedrooms used for this payment will be set in a supplementary planning document.

K. Considering the allocation of sites for **Gypsy and Traveller accommodation**, based on the limited need identified in the borough. Any site will need to:

- have suitable access for the type of vehicles that could reasonably be expected to use the site;

19 The formula for calculating financial contribution will be set out in a supplementary planning document.

20 as set out in the Accessible Housing SPD

- be able to provide basic amenities, water, sewerage etc.;
- be suitable for housing (that it does not experience unacceptable levels of noise for example);
- not have any relevant pre-existing policy designations that restrict the use of the site such as Metropolitan Open Land.

3.3.32 Map 3.4 shows the five year supply of housing sites over 10 units. Figure 3.1, Figure 3.2 and Table 3.5 show Islington's Housing Trajectory. It should be noted that the housing trajectory is a 'snapshot', as the trajectory evolves over time to reflect changing information and circumstances. The council will publish an up-to-date trajectory each year as part of the Annual Monitoring Report.

3 Strategic policies

Map 3.4 Map of housing supply

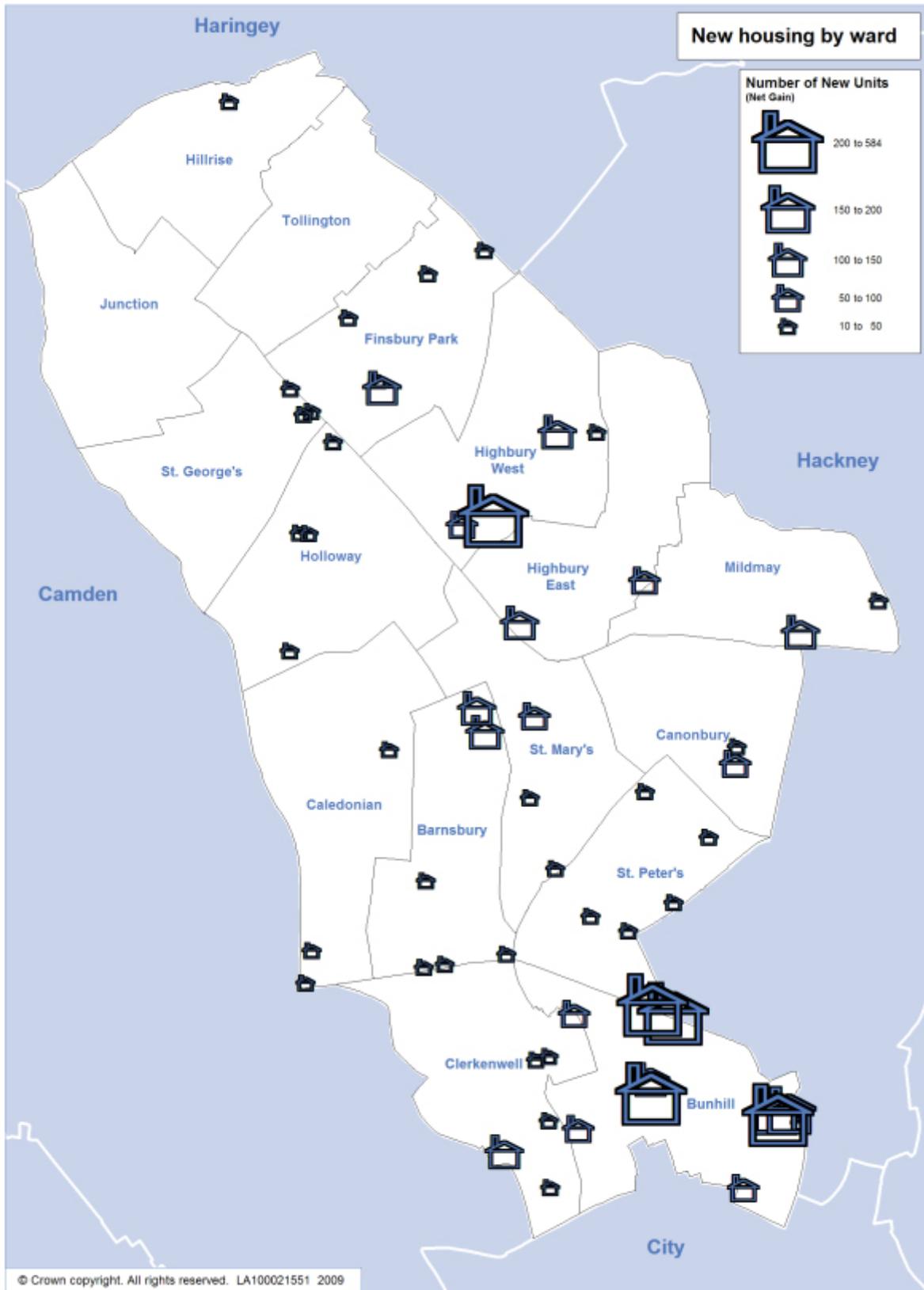


Figure 3.1 Housing Trajectory - conventional dwellings

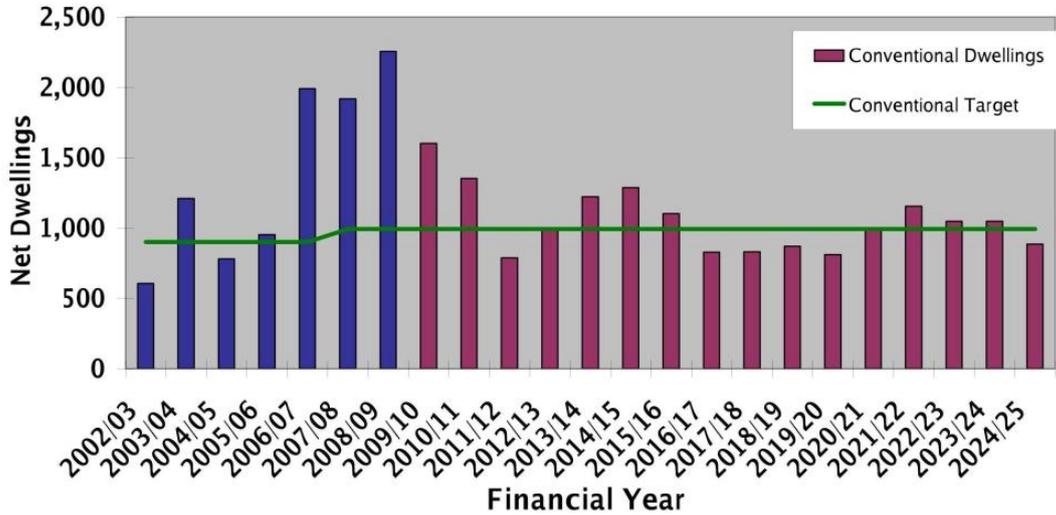
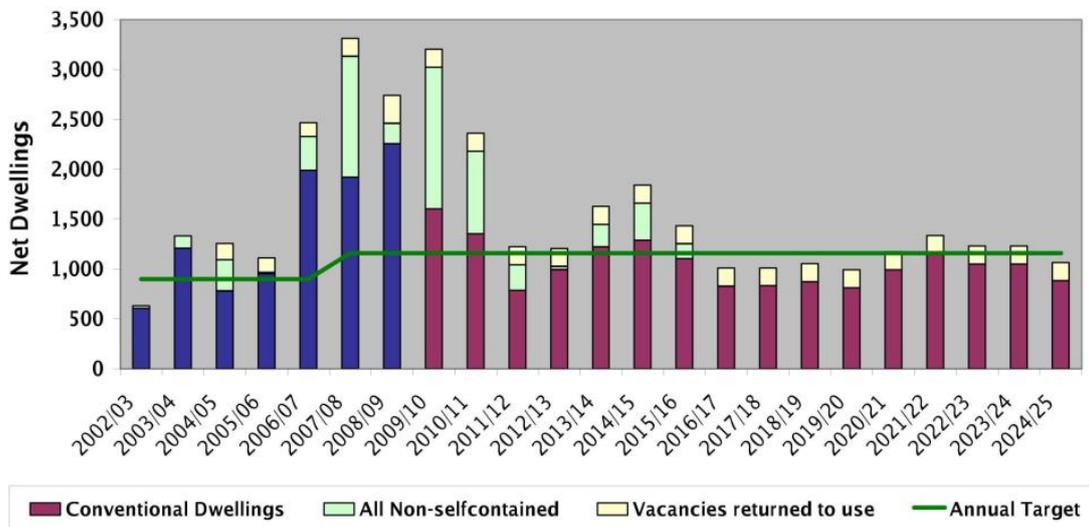


Figure 3.2 Housing Trajectory - all housing types



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Table 3.5 Housing Trajectory - all housing types

Completions	2002/03	2003/04	2004/05	2005/06	2006/07	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	
Past vacancies returned to use	0	0	163	148	138	178	281	154																
Projected vacancies returned to use								28	182	182	182	182	182	182	182	182	182	182	182	182	182	182	182	182
All vacancies returned to use	0	0	163	148	138	178	281	182	182	182	182	182	182	182	182	182	182	182	182	182	182	182	182	182
Past completions - non-self contained	27	124	313	13	338	1,215	205	594																
Projected - non-self contained								826	826	256	33	225	375	150	0	0	0	0	0	0	0	0	0	0
All Non-self contained	27	124	313	13	338	1,215	205	1,420	826	256	33	225	375	150	0	0	0	0	0	0	0	0	0	0
Past completions - conventional dwellings	607	1,209	780	954	1,990	1,919	2,256	248																
Projected - conventional dwellings								1,353	1,353	788	992	1,222	1,287	1,103	829	832	872	811	992	1,154	1,048	1,048	884	884
All conventional dwellings	607	1,209	780	954	1,990	1,919	2,256	1,601	1,353	788	992	1,222	1,287	1,103	829	832	872	811	992	1,154	1,048	1,048	884	884
All past completions	634	1,333	1,256	1,115	2,466	3,312	2,742	996																
All projected	0	0	0	0	0	0	0	2,207	2,361	1,225	1,207	1,629	1,843	1,435	1,011	1,014	1,054	993	1,174	1,336	1,230	1,230	1,065	
Total Completions	634	1,333	1,256	1,115	2,466	3,312	2,742	3,203	2,361	1,225	1,207	1,629	1,843	1,435	1,011	1,014	1,054	993	1,174	1,336	1,230	1,230	1,065	
Cumulative Completions	634	1,967	3,223	4,338	6,804	10,116	12,858	16,061	18,421	19,647	20,854	22,482	24,326	25,761	26,772	27,785	28,839	29,832	31,005	32,341	33,571	34,801	35,867	
Annual Target	900	900	900	900	900	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	1,160	
Cumulative Target	900	1,800	2,700	3,600	4,500	5,660	6,820	7,980	9,140	10,300	11,460	12,620	13,780	14,940	16,100	17,260	18,420	19,580	20,740	21,900	23,060	24,220	25,380	

3.4 Employment

Employment spaces for businesses

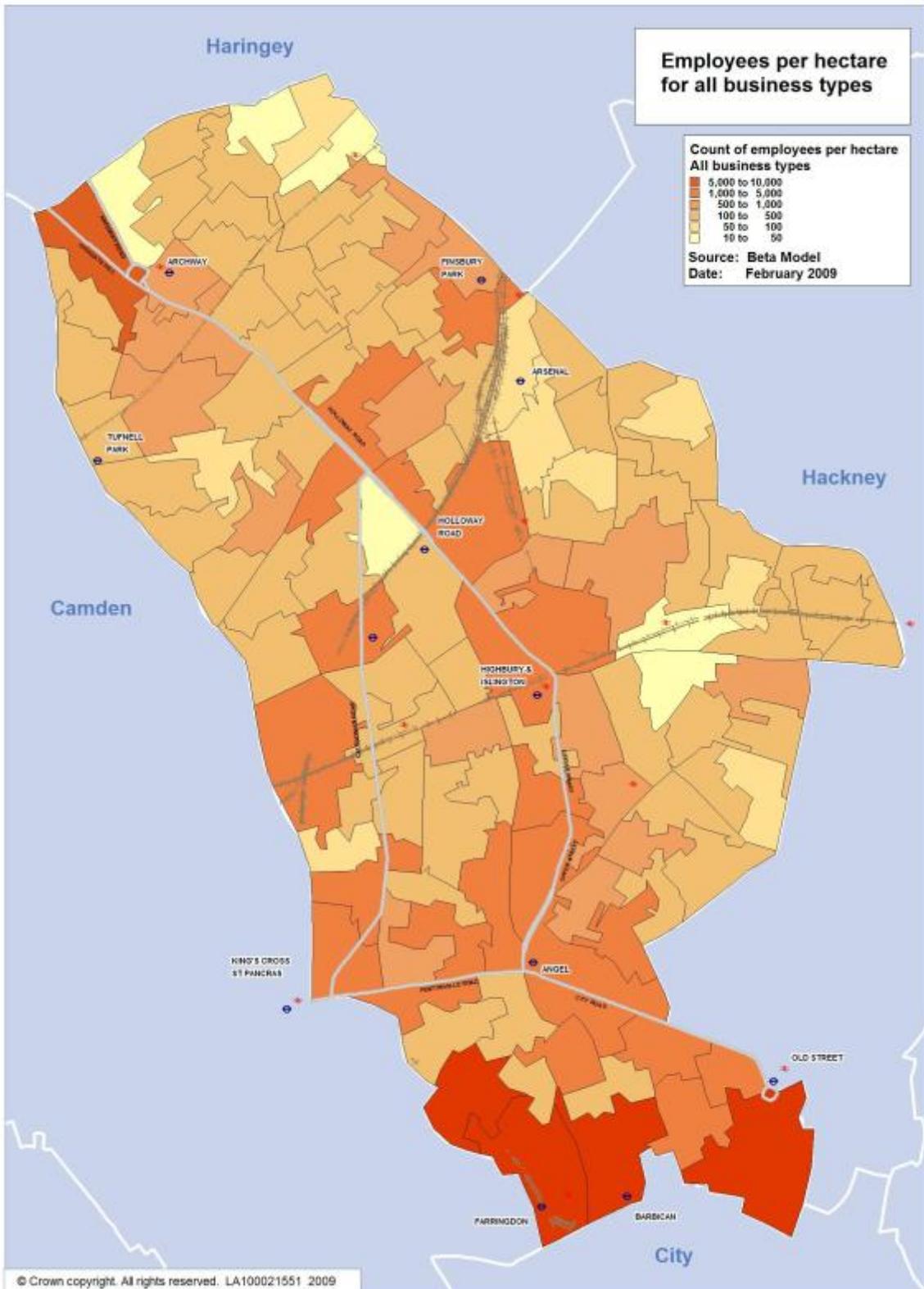
- 3.4.1** The current economic situation has exposed London's and the UK's close links with the global economy. Whilst the Core Strategy does not directly influence job creation, it does influence the locations and types of spaces for those jobs. As the objective in Chapter 1 sets out, the council wishes to support the continued development of a strong and diverse local economy which expands the job opportunities for residents and for people in the wider London region. We would also like to increase the opportunities for residents to improve their skill base to compete more effectively for jobs.
- 3.4.2** The council wishes to encourage a diverse and vibrant economic base in the borough, supporting sectors and businesses that can adapt to changing circumstances in order to ensure long term economic sustainability in Islington, and avoid over-reliance on individual sectors such as the financial industry. Businesses in creative and knowledge based sectors - professional services, ICT, research & development, cultural and media industries - will be particularly encouraged.

New employment space

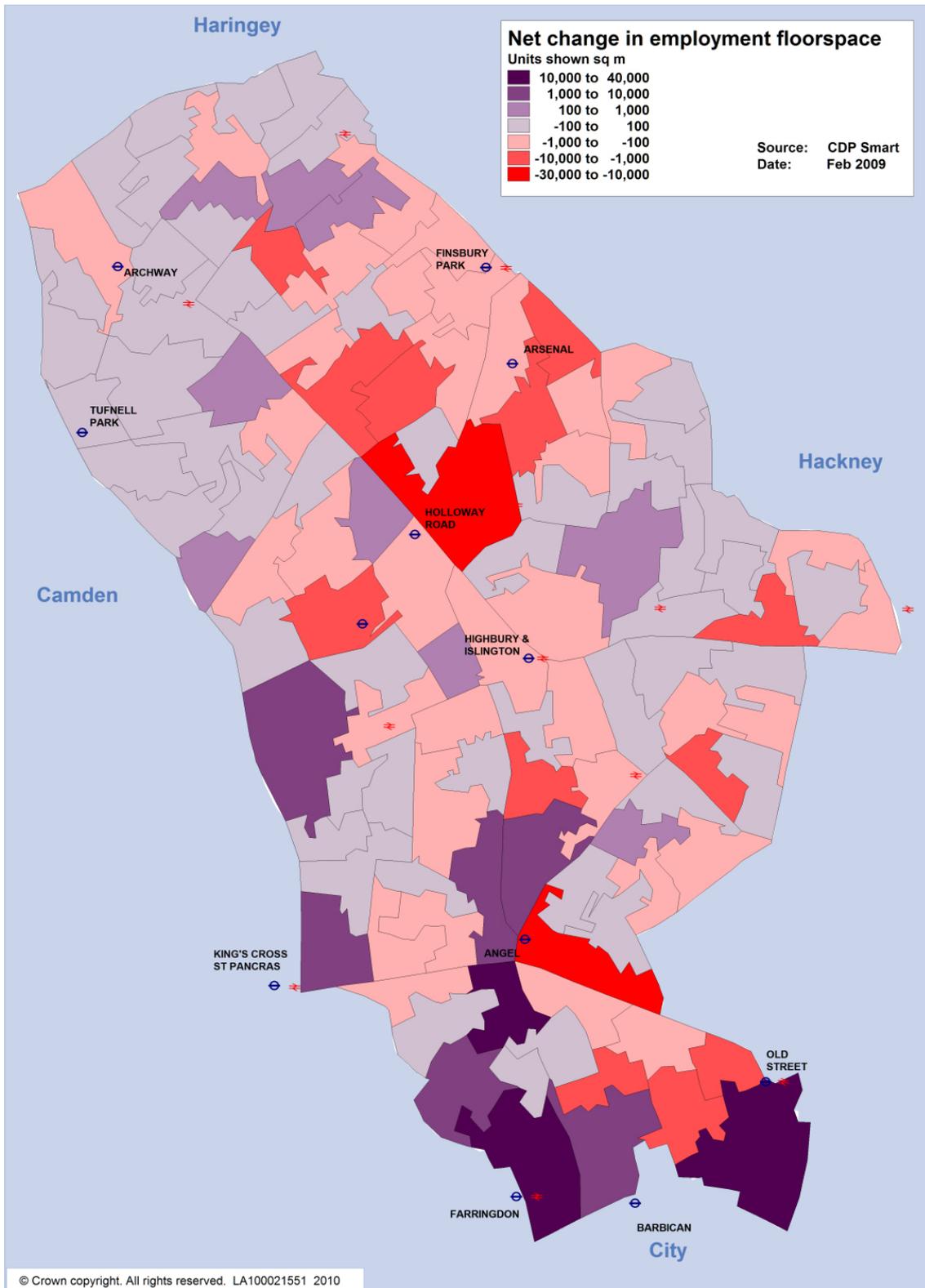
- 3.4.3** Employment in Islington is expected to increase by around 35,000 to 45,000 jobs between 2012 and 2027, to around 230,000 at the end of the plan period. The Islington Employment Study 2008 projects that just over 50% of jobs will be provided by B-use floorspace. It is obviously important for such projections to take into account the current economic climate but it is expected that the time frame considered by the Core Strategy is of sufficient length to still justify using this projection. It should be noted that the projections basis includes the period when the country last experienced a recession and this demonstrates the potential turnaround that could occur again. Through the 1990s the phenomenal growth came from the financial and business services sector, cementing London's position as one of the three main financial centres in the world. It is not expected that this position will change.
- 3.4.4** The Central Activities Zone (CAZ) is expected to continue to be the most attractive location for increases in B-use floorspace, accounting for around 75% of total growth. In terms of the Key Areas identified in the Spatial Strategy, Bunhill and Clerkenwell is expected to account for around 70% of the borough's new B-use floorspace, and King's Cross for over 15%, largely focused in the commercial-led corridors and primary employment locations identified on Maps 2.7 and 2.8. The other Key Areas are expected to account for over 10% of total growth, with less than 5% expected outside of Key Areas. This growth is likely to be focused in existing employment locations and town centres, as identified on Map 3.5, and reinforced by Map 3.6, which identifies the employment pipeline.

3 Strategic policies

Map 3.5 Employees per hectare for all business types



Map 3.6 Permitted changes in employment - permitted and under construction in last 5 years



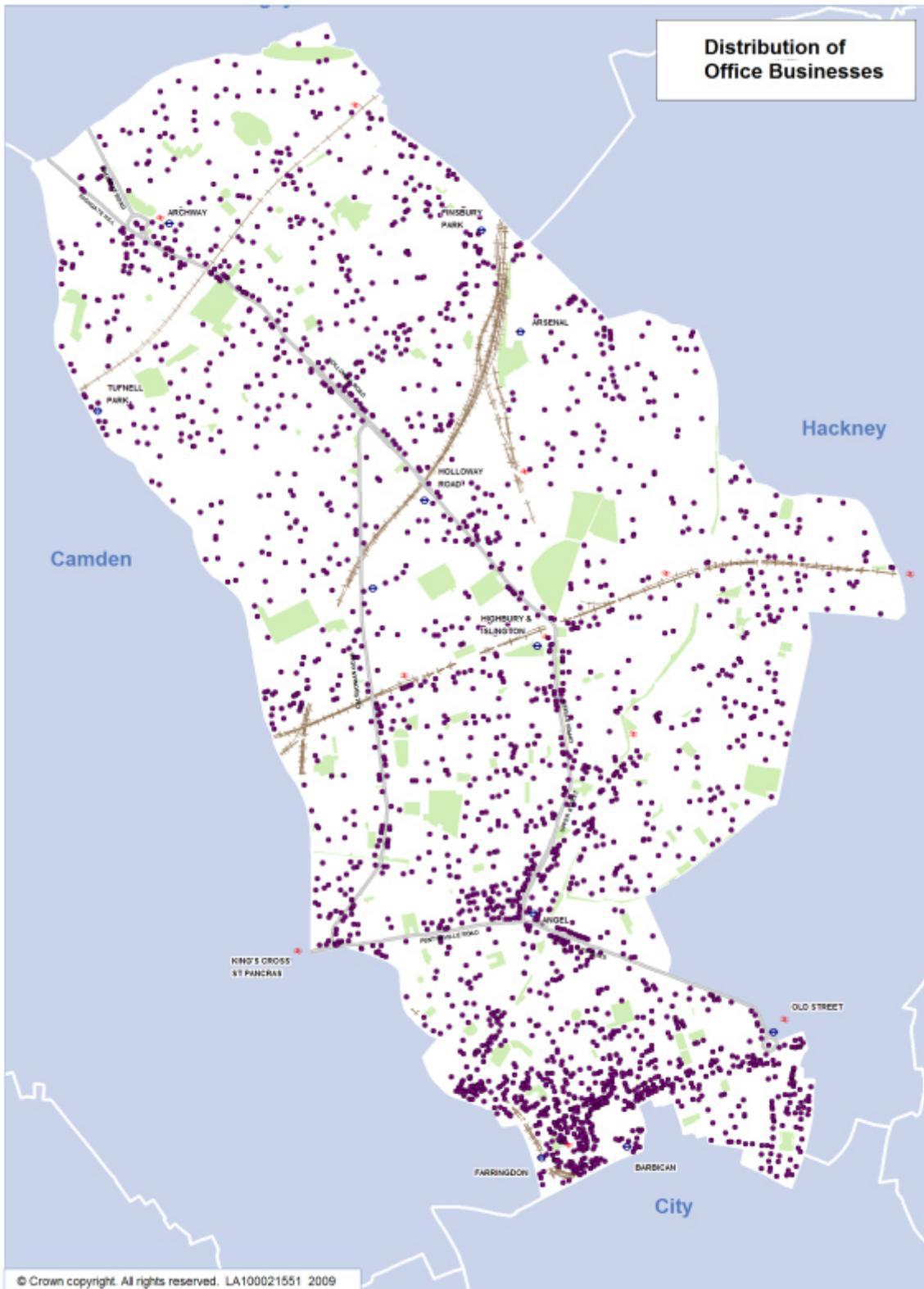
3 Strategic policies

- 3.4.5** Ensuring that new or replacement employment floorspace is flexible is vital to ensuring the long term sustainability of development by reducing the need to replace it again in the future. For example, development will be expected to provide large internal spaces with reasonable ceiling heights; and appropriate access, in particular for larger vehicles, will be important in some cases. The Development Management Policies and Site Allocations development plan documents will set out in more detail the situations where these demands will be required, or are appropriate.

Existing employment space

- 3.4.6** There is continuing pressure on employment floorspace from other uses. Historically, there have been large reductions in industrial land across the borough, although office floorspace has also been lost. The graphs published in the Issues and Options Paper demonstrated this. The Mayor of London's Industrial Capacity Supplementary Planning Guidance was revised in March 2008 and increases the protection of industrial land in Islington because it is recognised to provide a supporting function to the both the office space and wider functions such as the restaurant trade in the City and West End. Vale Royal/Brewery Road is the last significant concentration of industrial/warehousing left in the borough, although a considerable shift in the nature of employment uses here has already occurred. The aim is not to shore up dying industries as this would lead to economic inefficiencies identified in the Treasury's Barker Report (March 2004), but to protect a variety of employment spaces.
- 3.4.7** Both inside and outside the CAZ, the principle will be to continue to protect a variety of spaces in line with a set of considerations that will be set out in the Development Management Policies. To achieve this, the Core Strategy protects specific types of business floorspace where appropriate (B-use classes, i.e. offices as well as industrial and warehousing space) within the more general definition of employment floorspace (i.e. offices, industry, warehousing, showrooms, hotels, retail, entertainment and private educational, health and leisure uses) regardless of whether the end occupier is private, public or charity sector. (Map 3.7 'Office distribution' and Map 3.8 'Industrial and warehousing distribution' show the spatial distribution across the borough of offices, industry and warehousing). By doing this we are protecting all space across the borough which ensures the provision of a wide selection of business spaces of different types, sizes, quality and, most importantly, cost. But, in appropriate situations, the policy will allow redevelopment of sites to provide the opportunity for employment-led mixed use regeneration where the existing space can be improved (provided that the employment use remains the primary use and is not marginalised by the scale of the new uses). This will help to deliver other strategic objectives.

Map 3.7 Office distribution



3 Strategic policies

Map 3.8 Industrial and warehousing distribution



Training and widening opportunity

- 3.4.8** One of the ISP's key aspirations is to address poverty. One of the principal ways of doing this is to tackle worklessness. Islington has high rates of economic inactivity and unemployment yet job density is the seventh highest in the country at 2.19 jobs per working age resident. A central concern for the council is to ensure that residents have the skills necessary to take the opportunities available and to encourage the provision of a range of types of jobs in all parts of the borough. This is especially relevant in the current economic climate. The reasons for chronic worklessness are complex and require action by a wide range of agencies. The council and the strategic partnership are mindful of this. The actions set out here contribute to a much wider response to worklessness: they are not solutions in themselves.
- 3.4.9** Jobs in Islington can be filled by people from anywhere; therefore, our focus is on securing training opportunities for local residents. The council successfully established its own apprenticeship scheme in 2009. Training and support help people back into work by improving confidence in their abilities and increasing the likelihood of them staying in a job while giving employers the benefit of a better skilled workforce. Planning policies can assist by working with employers to provide training schemes and child care. Providing widespread access to childcare facilities enables those with children to be more flexible in getting work thereby improving their quality of life and life chances. The area sections will provide further details of areas where there is a need for further childcare facilities e.g. Highbury.
- 3.4.10** Training benefits will be required for all large non-residential developments following their completion. In addition, training benefits during the construction phase of the scheme will be required, including for large residential developments.
- 3.4.11** Finally, the 2012 London Olympics provides a variety of training and employment opportunities for local people. These opportunities are set out the Islington's 2012 Action Plan, with delivery through various council departments and partners.

Affordable workspace

- 3.4.12** Micro and small enterprises play an important role in the borough's economy, providing 36% of the borough's jobs. Micro enterprises (i.e. those employing less than 10 people) by themselves account for 85% of all businesses and 17% of all jobs in the borough. Considering this, alongside evidence of market failure, it is important that small businesses have enough space provided to help them stay in the borough and expand. Providing small, micro and/or affordable workspace is one such way of doing this, implemented through planning obligations, for major employment developments that do not provide public education, community or social infrastructure uses.

3 Strategic policies

Policy CS 13

Employment spaces

The council will provide employment space for businesses in the borough by:

A. For new employment space:

- encouraging new employment floorspace, in particular business floorspace, to locate in the CAZ and town centres where access to public transport is greatest.
- requiring new business floorspace to be flexible to meet future business needs.
- requiring a range of unit types and sizes, including those suitable for SMEs.

B. For existing employment space:

- safeguarding existing business spaces throughout the borough by protecting against change of use to non-business uses, particularly in the CAZ. Development which improves the quality and quantity of existing provision will be encouraged.
- in exceptional circumstances loss of employment floorspace might be acceptable in line with considerations which will be set out in the Development Management Policies.
- designating and protecting Vale Royal/Brewery Road as a Locally Significant Industrial Site. The Vale Royal/Brewery Road site will be retained for industrial/warehousing/employment land.
- Protecting units which are suitable for SMEs in terms of their type and size.

C. Requiring development to provide jobs and training opportunities/support as follows:

- on-site construction training opportunities from developments of 10 residential units or above, hotels, student accommodation or hostels with 20 or more rooms, or with an uplift in business/employment floorspace of 500m² or greater (Gross External Area (GEA)).
- jobs and training opportunities, including apprenticeships, and contributions for childcare facilities where there is a proven need, from developments with an uplift in business/employment floorspace of 500m² or greater (GEA).
- either a proportion of small, micro and/or affordable workspace or affordable retail space, or contributions towards these, from major non-residential developments where the majority of floorspace is not in public education, community or social infrastructure uses.

3.5 Retail and services

- 3.5.1** Islington has four town centres and a large number of smaller shopping areas. Map 3.9 shows how shops in Islington are spread throughout the borough.
- 3.5.2** The borough has a range of small (approximately 80m²) and medium sized shops but due to its dense character, opportunities for developing larger stores are limited. This has resulted in Islington having a limited range of national retailers, but a good provision of independent retailers and service businesses. Many of these independent retailers are specialist and attract shoppers from outside Islington.
- 3.5.3** Islington has good cultural and leisure provision with a number of major attractions such as Sadler's Wells theatre, as well as cinemas, community halls, public meeting place(s), and historic public houses. These venues and facilities add to Islington's distinctiveness and people's quality of life. Islington's Cultural Strategy and Action Plan sets out the framework for the cultural development of the borough between 2010 and 2015.
- 3.5.4** The town centres are all included in the key area policies of the spatial strategy in Chapter 2. The retail and services policy sets out the strategic policy for the borough. Excessive concentration of premises controlled by licensing and gambling legislation can have a negative impact on the vitality and diversity of town centres. These issues will be addressed in detail in the Development Management Policies.

3 Strategic policies

Policy CS 14

Retail and services

A. Islington will continue to have strong cultural and community provision with a healthy retail and service economy providing a good range of goods and services for the people who live, work and study in the borough. This will both support the borough's economic development and enable people to shop locally. The council will protect and enhance the existing arts and cultural uses and encourage new arts and cultural uses, particularly within town centres.

B. Islington has a hierarchy of town centres with two major town centres at Angel and Nag's Head, and two district town centres at Archway and Finsbury Park. Town centre boundaries will be defined in the Development Management Policies.

C. Any new major retail and leisure development should be located in these town centres in accordance with the sequential assessment set out in Planning Policy Statement 4: Planning for Sustainable Economic Growth. Any increase in retail unit size should be supported by assessments which pass the test (in PPS4) of "preserving and enhancing the established character and diversity of the town centre."

D. Islington will retain the primacy of retail shops in the borough's town centres and shopping areas and actively promote independent retail. Major retail developments will be required to provide a good supply of smaller retail units to maintain and enhance the diversity of shops in the borough and opportunities for small businesses. Specialist shopping areas, such as Fonthill Road and Camden Passage, will be actively promoted and considered when assessing future retail proposals. Shopping areas that are historic and/or locally important will also be identified in SPDs and their use and character will be protected. Through Development Management Policies, the council will prevent the amalgamation of smaller retail units to make larger single shops and also seek to limit the excessive loss of shops to other uses. Further detail on managing Islington's town centres and shopping areas will be provided in other development plan documents and town centre strategy SPDs.

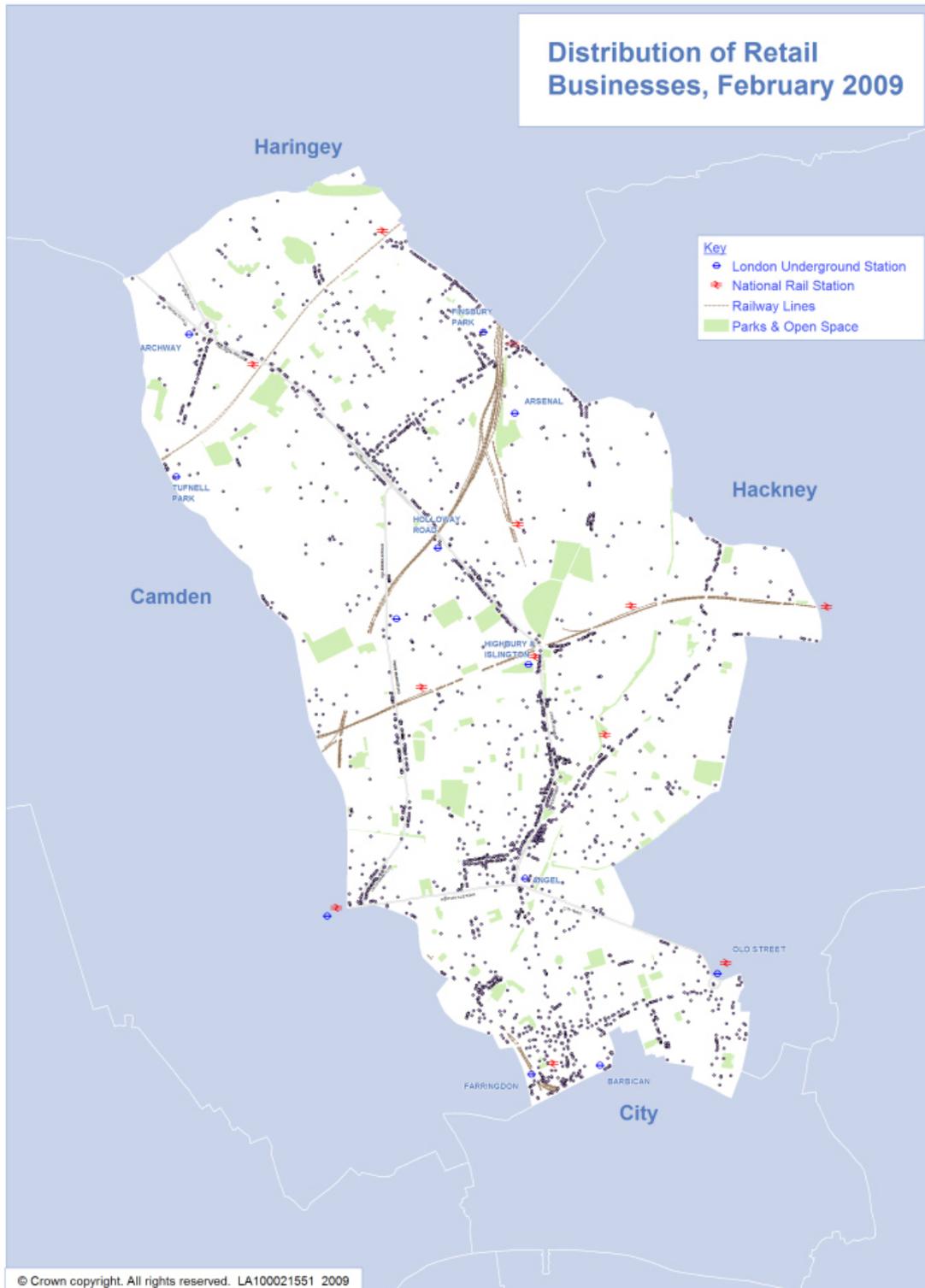
E. The town centres' streets will be actively managed to balance the demands on the public realm from business, particularly restaurants and cafés, and the need for easy pedestrian movement.

F. Local shopping areas will be supported by creating coherent pedestrian environments and managing change of use from retail through Development Management Policies.

G. Hotels and visitor accommodation will help to support the retail and service economy. The appropriate location for hotels and other visitor accommodation is within town centres. 10% of hotel bedrooms will be required to be wheelchair accessible, which shall be fully-fitted from the outset.⁽²¹⁾

21 The percentage of wheelchair accessible hotel bedrooms required in the draft London Plan policy 4.5 is 10%

Map 3.9 Distribution of shops in Islington



3 Strategic policies

3.6 Open space, play and sport

Open Space: towards a greener Islington

- 3.6.1** Open space has a number of important functions.⁽²²⁾ As part of a wider green infrastructure network, open space not only offers recreation and relaxation opportunities for a healthier borough, but can also contribute to a greener Islington that protects and promotes nature, and is better equipped to deal with climate change.
- 3.6.2** Ensuring existing and future populations have access to high quality inclusive open space is a priority. Although there are some larger open spaces in the borough such as Highbury Fields, as well as those close by in other boroughs such as Finsbury Park, Islington's open space network is largely made up of a number of smaller open spaces. Being able to get to and use local open space is important as it increases the likelihood of residents and workers using their local open space. However, there are certain parts of the borough which have little or no local open space and which are therefore considered a priority (identified in Map 3.10).
- 3.6.3** Future housing, employment and population growth will place further pressure on existing spaces. To help meet this demand, opportunities for new open spaces need to be maximised. Providing large amounts of new open space is difficult given the dense urban nature of the borough, however, a number of opportunities do exist through the better use of existing spaces, and the creation of new open and civic spaces. It will also be important to increase walking and cycling links to and from the different open spaces in the borough to improve access to them.
- 3.6.4** Given the demands on existing provision, making the most of it is crucial. Improving the quality of open spaces can help to increase their use and capacity. Substantial investment has already taken place to improve provision, however, there are still a number of spaces which can be improved to better provide for their local population. This will be especially important in areas which have little provision as spaces that do exist in these areas will be under the most pressure.⁽²³⁾ Making improvements to existing open space is something that has come across strongly from various community consultations.
- 3.6.5** As Islington has the second lowest amount of green space per person of all local authorities in England, creating a greener borough is a corporate priority. The majority of Islington's open spaces are also green spaces in the form of parks, gardens, trees, allotments and verges. These spaces in particular do not just serve a purely social function, they also provide habitats for a wide range of wildlife, as well as helping to reduce the effects of climate change. In addition, a number of studies have found that people with access to nearby nature and green space are generally healthier than those without; with particular

22 Open space constitutes a range of different types of spaces, including parks and green spaces, which are used for public recreation. As defined in PPG17: *Planning for Open Space, Sport and Recreation*, open space includes all spaces of public value including waterways, which offer opportunities for sport and recreation and act as a visual amenity.

23 Information taken from the Open Space, Sport and Recreation Assessment (2009).

benefits for mental health and wellbeing. This is why it is important to consider open space as part of a wider green infrastructure network which goes beyond looking at individual sites to look at the 'bigger picture', including the links between spaces, the multiple purposes they can have and their wider environmental benefits. ⁽²⁴⁾

- 3.6.6** Islington is home to a surprisingly wide range of wildlife. However, many of Islington's important habitats and species are under pressure from a range of sources including development, population growth and climate change. In addition, many people who live and work in Islington have a limited daily experience of nature and the associated range of quality of life benefits that this can bring (as identified in Map 3.12). It will be important to preserve habitats for nature, through the protection and management of existing Sites of Importance for Nature Conservation (SINCs)⁽²⁵⁾. Nature can also be supported in other key habitats including the borough's three nature reserves (Barnsbury Wood, Parkland Walk and Gillespie Park), as well as parks and open spaces, the Regent's Canal, other waterways, and the wider built environment. Habitat improvement and creation are crucial to the aims of protecting and enhancing biodiversity. Habitat improvement and creation targets set out in the London Plan will be supported and implemented locally, where feasible, using opportunity maps to help with decision making.
- 3.6.7** Green infrastructure will also be important in helping Islington adapt to the impacts of climate change. As highlighted in the Sustainability section (3.2), with a limited amount of green space, and an extensive urban fabric, Islington is particularly susceptible to the urban heat island effect, and increased surface water flooding. Measures such as protecting and enhancing green space, Sustainable Drainage Systems (SUDS), and increased greening, such as green roofs and food growing sites, have been proven to mitigate such impacts.
- 3.6.8** An Open Space and Green Infrastructure Strategy will be developed to further explore the above interrelated issues including open space, biodiversity, local food production and climate change adaptation. This strategy will encourage the development of highly multi-functional open spaces, and be accompanied by an action plan to demonstrate how they will delivered.

24 Natural England, Green Infrastructure Guidance

25 Improving Londoners' Access to Nature, London Plan Implementation Report, GLA, February 2008.

3 Strategic policies

Policy CS 15

Open space and green infrastructure

The council will provide inclusive spaces for residents and visitors, and create a greener borough by:

A. Protecting all existing local open spaces, including open spaces of heritage value, as well as incidental green space, trees and private gardens. Further policies will be identified in the Development Management Policies.

B. Improving the quality and function of open and green spaces for all users in accordance with the Green Space Assessment and Action Plan as well as the Inclusive Landscape Design Supplementary Planning Document.

C. Improving access to open space and maximising opportunities for further provision across the borough, but particularly in those areas that currently have little or no open space locally (identified in Map 3.10 - Open space priorities) by:

- creating new open spaces on underused land such as the council's housing land, under-used car parking areas, roads and other void spaces. Underused spaces which could be further explored for use as open space are identified in Map 3.11 below. Sites will be formally identified in other parts of the Local Development Framework
- making better use of housing amenity space so that it can help to provide an open space function
- creating and enhancing civic spaces
- seeking on site, or financial contributions, towards open and civic spaces from new development - details will be set out in the Development Management Policies
- better utilising the Regent's Canal and the spaces around it
- ensuring that existing and new open spaces are designed in an inclusive way, guided by the Inclusive Landscape Design SPD
- creating and improving accessible links between open spaces in the borough, which encourage walking and promote cycling in line with Islington Cycling Action Plan.

D. Protecting and enhancing biodiversity across the borough and addressing deficiencies in access to nature. Sites of Importance for Nature Conservation (SINCs) will be protected in line with their hierarchical importance⁽²⁶⁾ and improvements to their biodiversity value will be supported. SINCs will be identified and designated in the Development Management Policies. Other key habitats, and priority species within them, will also be protected and enhanced including:

- built environment

26 SINCS have a hierarchy for their value to wildlife. This ranges from Sites of Metropolitan Importance (the most important), through Sites of Borough Importance (Grade 1 or Grade 2) to Sites of Local Importance.

- canals, waterways and standing water (this includes ponds)
- parks and urban green spaces
- private gardens, community gardens, and allotments
- railside land
- school grounds
- woodland
- acid grassland
- cemeteries
- other habitats deemed important for London

Access to nature will be increased, including by improving the biodiversity value of the parks and gardens identified in Map 3.12. Further ways of increasing access to nature, along with other priorities for the protection and enhancement of habitats will be set out in the Biodiversity Action Plan.

E. Supporting local food production through the protection of existing food growing sites. Opportunities for new food growing spaces will be sought elsewhere including from new private developments.

F. Maximising opportunities to 'green' the borough through planting, green roofs, and green corridors to encourage and connect green spaces across the borough, identifying streets, sites and strategic development areas where greening measures could happen. These opportunities will be identified through the Climate Change Adaptation Strategy, and the Biodiversity Action Plan, before being brought together with other opportunities in an Open Space and Green Infrastructure Strategy.

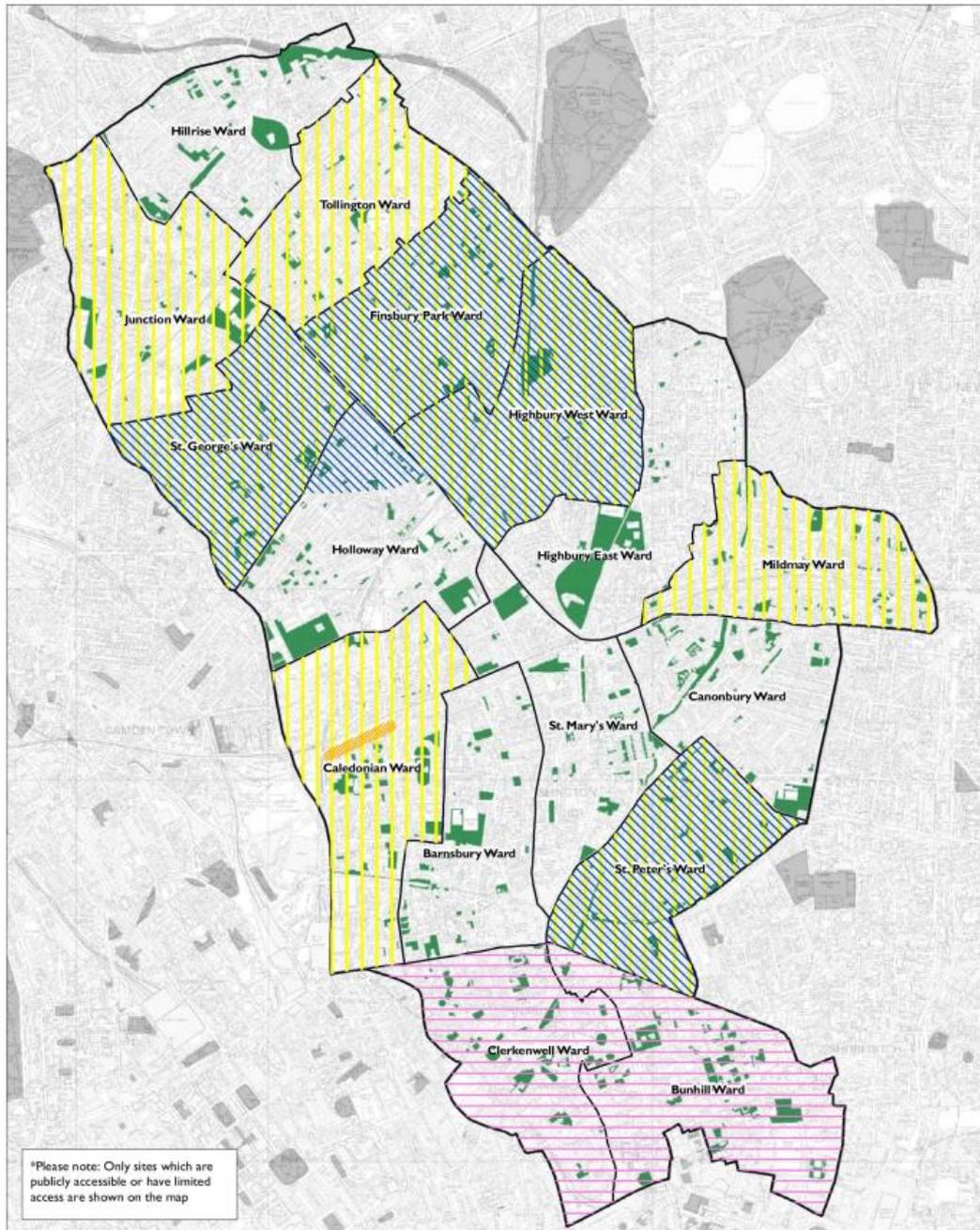
G. Maximising the contribution of new and existing open spaces to broader sustainability objectives including SUDS, climate change adaptation and biodiversity. These opportunities will be set out in the aforementioned Open Space and Green Infrastructure Strategy.

H. Finally, Islington's two identified Locally Important Geological Sites (LIGS) will be protected, managed and enhanced.⁽²⁷⁾

27 Further information available at <http://www.london.gov.uk/mayor/planning/docs/geodiversity.pdf>

3 Strategic policies

Map 3.10 Open space priorities



Islington Open Space, Sport and Recreation Study

Map 38: Public open space priorities

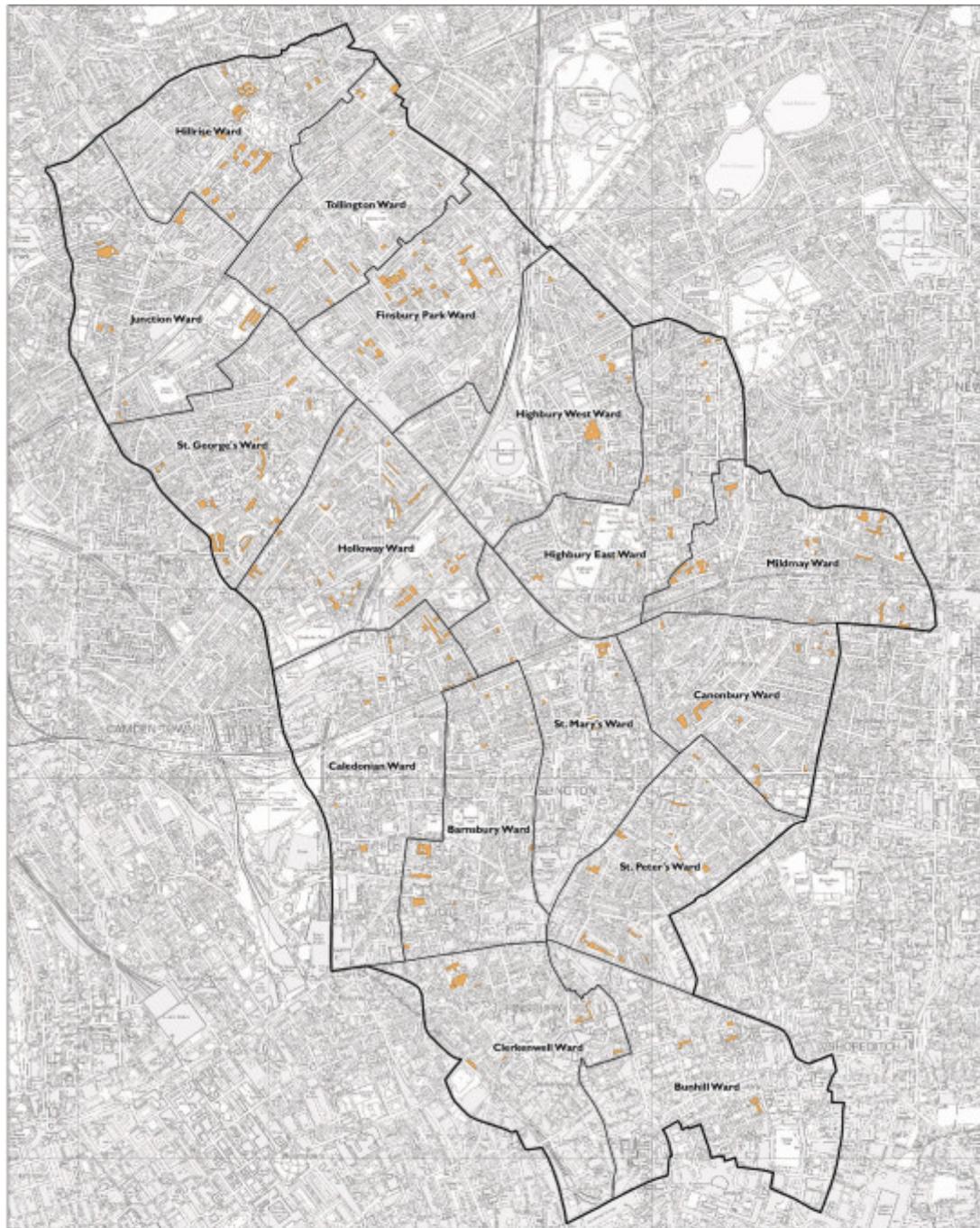
Key

London Borough of Islington	Highest priority area for increasing provision of public open space, especially small local parks and gardens
Public open space	Priority areas for increasing quantity of provision of public open space (current deficiency areas)
Public open space in neighbouring boroughs	Priority area for increasing quality and functionality of existing spaces
	Explore potential for a green corridor at Gifford Street Embankment

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Date: 13/03/2009

Map 3.11 Underused spaces on housing land which could be explored for further open space provision.



Islington Open Space, Sport and Recreation Study
Working Map: Other areas with open space potential identified in the housing open space assessment

Key

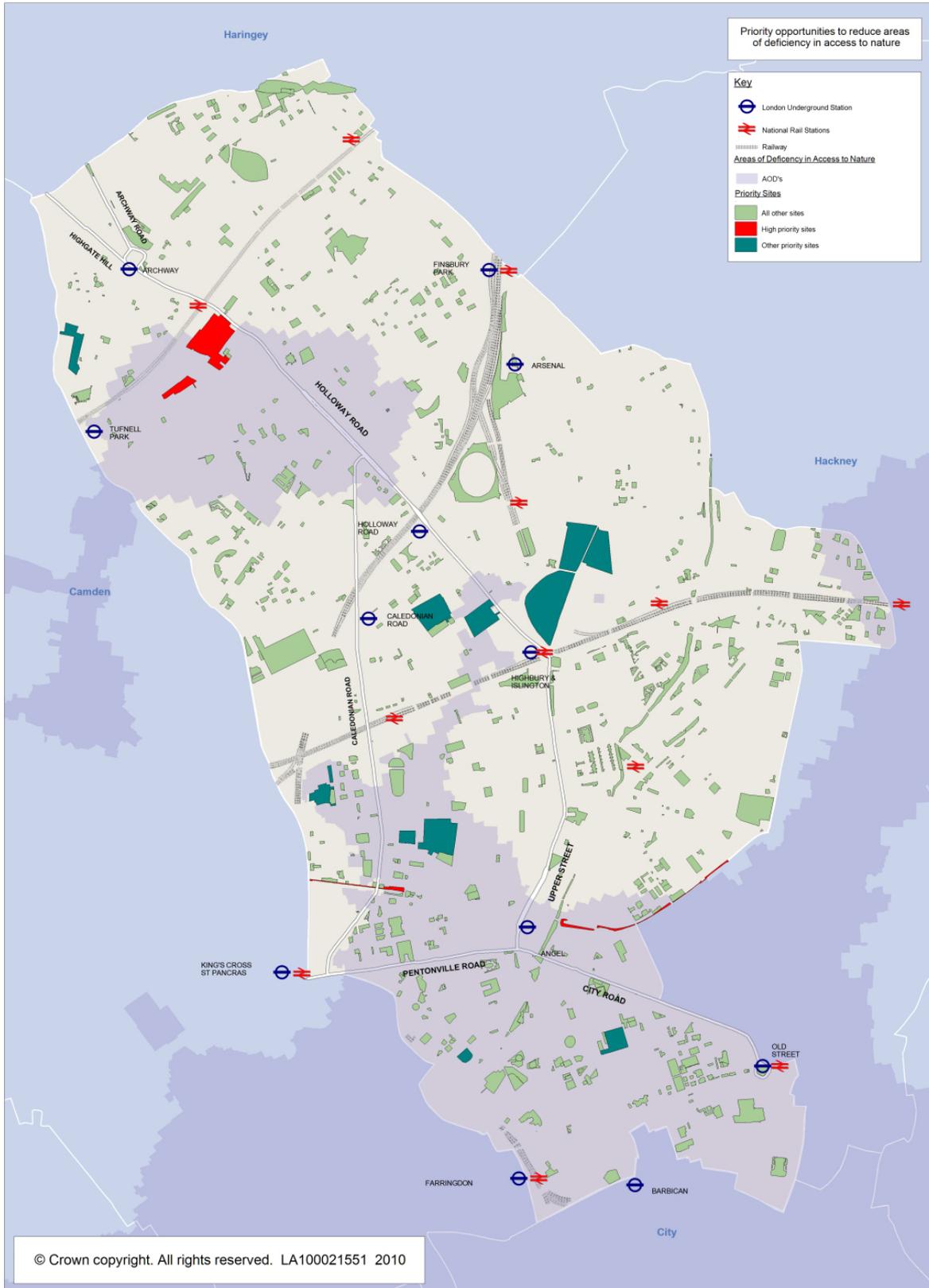
- London Borough of Islington
- Ward boundaries
- Other area with open space 'potential'

Please note: Other areas with open space 'potential' are areas which do not currently provide a specific play, youth or social/informal recreation function but were identified in the audit as having potential to do so if improved or developed.

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3 Strategic policies

Map 3.12 Priority sites for access to nature



Playing in Islington

- 3.6.9** Like open space, opportunities for play, sport and recreation have a number of benefits for relaxation and health. Promoting play amongst Islington's children and young people is an absolute priority to help improve their quality of life and development ⁽²⁸⁾.
- 3.6.10** Large parts of the borough (68%) have limited access to formal play facilities for 0-5 year olds. Access to local play space is particularly important for this age group because they are most likely to use play spaces which are very close to their homes. In addition to this, large areas of Highbury West and Highbury East have little or no access to formal play and youth provision for all age groups. This particularly affects younger children who cannot travel as far. ⁽²⁹⁾
- 3.6.11** The consultation findings, the Play Strategy (2007) and the Open Space, Sport and Recreation Assessment (2009) all identify the need to improve the quality and function of existing play spaces to ensure that they are used to their maximum potential by different age groups, and disabled children. The design and function of many sites can be improved to provide more play opportunities.
- 3.6.12** Finally, new housing will bring new children into the area. Islington's child population is predicted to increase and in order to maintain the existing levels of formal play space per child, it is estimated that an additional 1.85ha will be needed by 2025. We shall improve access to and quality of existing play space and require new developments to provide additional play space to satisfy the standard of 10m² per child using the criteria set out by the Mayor of London. Providing new play space to help meet demand is therefore important in areas which are expected to experience the greatest growth in child population, and those which currently have the lowest amount of provision, particularly in the East Area Committee area (Highbury East and West, Mildmay and Finsbury Park wards) ⁽³⁰⁾.

28 as set out in the Sustainable Community Strategy and the Islington Play Strategy

29 Open Space, Sport and Recreation Assessment (2009)

30 Open Space, Sport and Recreation Assessment (2009)

3 Strategic policies

Policy CS 16

Play space

Opportunities for play in Islington will be maximised through:

- A. Improving the quality and function of existing play spaces so that they can provide more play opportunities for different age groups and disabled children, particularly in those areas where opportunities for play are currently limited. This will be explored as part of the Play Strategy and Action Plan. Inclusive play spaces will be encouraged through the Inclusive Landscape Design Supplementary Planning Document.
- B. Increasing access to play spaces by making play spaces on housing estates welcoming to people from neighbouring areas - to be explored as part of the Play Strategy and Action Plan.
- C. Sustaining the level of existing formal play provision per child, promoting informal opportunities for play in the wider environment such as parks, open spaces, civic spaces and streets.
- D. Exploring opportunities for developing housing amenity spaces into inclusive play facilities.
- E. Requiring developers to provide new inclusive play space as part of new developments, particularly in those areas that have the greatest predicted increases in child population. Details will be set out in the Development Management Policies.

Sport: towards a healthier Islington

- 3.6.13** A key council objective is to improve health. Whilst open space available to residents will provide informal space for sport and recreation, an increasing population places further pressure on the formal sport and recreation facilities in Islington. So it will be important to build on the opportunities, including the 2012 London Olympics, to promote sport and physical activity across the borough to reduce health inequality. The council will work with its partners to ensure that Islington's residents benefit from the legacy of 2012, Stratford City as a new regional hub and the sporting and other opportunities that will exist within the re-purposed Olympic Park.
- 3.6.14** Outdoor sports facilities include grass and synthetic playing pitches, tennis courts, Multi-Use Game Areas (MUGAs) and bowling greens. Most residents are able to access at least one type of outdoor sports facility within 15 minutes walk. However, different parts of the borough lack access to different types of facilities.
- 3.6.15** Existing levels of outdoor sports provision could be improved. The residents' survey undertaken as part of the Open Space, Sport and Recreation Assessment (2009) found that the majority of those who responded (60%) were not satisfied with the current levels of outdoor sports provision. The standards set in this study suggest that there is a current

shortfall in provision of approximately 3ha, due to rise to over 4ha by 2025. The majority of this shortfall is in the east of the borough which has the lowest level of provision coupled with high population density.

- 3.6.16** As space is limited to provide new facilities, it will be important to maximise the use of existing facilities. Community consultation findings from the Issues and Options consultation highlighted that almost 70% of over 2,100 responses were in favour of improving existing sport and recreation facilities rather than creating new ones. Indeed the Open Space, Sport and Recreation Assessment found that the quality of different facilities across the borough varied greatly.
- 3.6.17** Indoor facilities for sports and cultural activities include sports halls, swimming pools and gyms. Despite having a surplus of gym provision in the borough, there are not enough publicly accessible sports halls to meet existing and future needs, particularly in the north and centre of the borough. In addition, despite good levels of swimming provision dispersed across the borough (Islington has more swimming pools than many other bigger London boroughs) some additional swimming space will still be needed to help meet future demand over the next 15 years. The new sports centre at Queensland Road (1,600m²) is expected to be delivered within the first 10 years of the plan.

Policy CS 17

Sports and recreation provision

Existing and future need for formal sport and recreation provision will be met by:

- A. Safeguarding existing provision and ensuring a range of facilities for different activities.
- B. Improving the quality, accessibility and capacity (where possible) of sports facilities so that maximum use of all existing facilities can be made.
- C. Increasing access to sports facilities by widening the use of school facilities such as sports halls, swimming pools and sports pitches, through community-use agreements for public use to help meet demand.
- D. Maximising opportunities for sport and recreation in community centres through promoting wider community access and larger multi-purpose community facilities.
- E. Refurbishing Ironmonger Row Baths and Sobell Centre and redeveloping Finsbury Leisure Centre.
- F. Further investigating the demand for, feasibility of, and potential to deliver further provision of sports facilities, with any sites for new facilities identified within the Site Allocations.
- G. Using the Olympics to promote opportunities for sport and physical activity as set out in the the Islington 2012 Action Plan.

4 Infrastructure and implementation

4 Infrastructure and implementation

Establishing future needs

- 4.0.1** This section considers the plans and programmes to deliver the infrastructure improvements needed to support development. As well as setting out where change is going to happen, the Core Strategy also seeks to address who will deliver and it and how. Clearly, new housing and employment spaces have to be supported by appropriate infrastructure.
- 4.0.2** Infrastructure includes the roads, transport, public utilities, buildings or facilities and the services provided by them which are used both by residents and those who come to work, study in, or visit the borough. Infrastructure can be split into two areas, strategic and social. Strategic infrastructure covers the areas of transport and the public realm, utilities, and climate change adaptation and mitigation measures. Social infrastructure covers education, health care, community spaces, leisure and recreation, open spaces, play spaces, criminal justice facilities and the emergency services, including the police. Where there is pressure created by the increase in residents and daytime working population it will be vital to ensure that existing facilities are expanded, replaced, or used more creatively.
- 4.0.3** As we have developed the Core Strategy we have worked with other parts of the council and external partners to identify known and probable improvements to infrastructure and also where new infrastructure will be needed but is not yet planned for. We have participated in a partnership led by Central London Forward⁽³¹⁾. Together we commissioned consultants URS to work with infrastructure providers to identify future need for, among other things, water and sewerage supply, gas supply, and waste management in the central London area. A borough-wide study which builds on the URS/London Forward study was subsequently commissioned from Colin Buchanan, Capita Symonds and Professor Janice Morphet. This study led to the development of an Infrastructure Delivery Plan which clarifies further the funded and unfunded infrastructure required to support the growth set out in the Core Strategy.

Funding

- 4.0.4** The sections below contain a summary of the information already gathered on different areas of infrastructure, setting out costs and any known funding where available. A full schedule of the costs, and (sources of) funding required, is set out in the Islington Infrastructure Plan. This demonstrates that funding comes from a variety of sources, including the council, partners, and private sector commitments. The Government is legislating for the introduction of a Community Infrastructure Levy (CIL), which would replace part of the section 106 planning obligations process to require developments to contribute towards infrastructure improvements to support the development of an area. Both larger strategic projects and smaller local needs will be funded through this process. For the council to apply the levy to developers, it must set out anticipated infrastructure

31 Central London Forward includes the City of London and the London Boroughs of Westminster, Camden, Islington, Southwark, and Kensington and Chelsea

4 Infrastructure and implementation

needs and the cost of meeting them. The Islington Strategic Partnership has the potential to bring together various funding streams (including CIL) to address infrastructure needs as set out in the Infrastructure Delivery Plan.

- 4.0.5** Under the present system, the council negotiates section 106 agreements (otherwise known as planning obligations) with developers to ensure that they meet the costs that their development imposes on infrastructure and community facilities. At the same time planning obligations help to ensure that developments deliver the wider policy aims of the Core Strategy and meet other needs that may arise. This does not mitigate the need for other types of funding, and is a last resort to plug other infrastructure funding gaps. A Planning Obligations Supplementary Planning Document was adopted in July 2009.

Policy CS 18

Delivery and infrastructure

The council will work with its partners to deliver the infrastructure required to support the development growth over the plan period as detailed in the Islington Infrastructure Delivery Plan.

The council will require contributions from new development to ensure that the infrastructure needs associated with development will be provided for, and to mitigate the impact of development.

4.1 Strategic infrastructure

Roads

- 4.1.1** Many parts of the road network in Islington are currently heavily congested, with particular problems associated with the following areas:
- Roads around Angel Town Centre, including sections of the A1 Upper Street and Goswell Road, A501 Pentonville Road and City Road, A401 St. John Street, and the parallel Penton Street/Amwell Street route
 - East of Highbury Corner, including sections of the A1201 and A1199 St. Paul's Road, A1200 Canonbury Road and A104 Essex Road and Ball's Pond Road
 - The A503 Seven Sisters Road/Tollington Road one way system
 - Roads around Archway station, including the A1 Archway Road and Holloway Road, and the A400 Junction Road
 - Areas of the City Fringe, including the A5201 Clerkenwell Road and A501 Old Street.
- 4.1.2** The high level of traffic congestion currently experienced on roads in the borough means that future developments are generally expected to be car-free, with no parking space or parking permits allocated unless in exceptional circumstances. In addition, many traffic

4 Infrastructure and implementation

schemes in the borough, such as that associated with TfL's Interchange Programme for Highbury Corner, are planned using an assumption of zero background growth due to the lack of available road capacity for any increase in traffic.

- 4.1.3** However, the high population and employment growth forecasts for the borough mean that there is a risk of increasing traffic congestion in future, which may involve the spreading of traffic away from main arterial routes on to less strategic roads. The expected development growth may also put pressure on the Islington road network and reduce the potential diversion routes for large vehicles in the event of any disruption to a primary route. Emergency and planned diversion routes will be developed in accordance with our 'Network Management Duty' under the Traffic Management Act 2004.
- 4.1.4** Mitigating for traffic congestion in Islington is very difficult due to the level of strategic through traffic on borough roads; the physical space constraints on many over-loaded traffic junctions; the lack of feasible alternative routes for traffic; the volume of large vehicles on the road network; and the extent of subterranean utility-related infrastructure (resulting in increased costs associated with undertaking road works).
- 4.1.5** Such conditions have led to a more response-based approach to highway planning in the borough, with the focus on attempting to deal with localised issues. The most effective means of mitigating for the impact of traffic congestion in future is likely to be for the council to maintain its strict approach to car-free development; to focus on promoting alternative forms of transport, and to lobby the organisations responsible for London-wide traffic management to find solutions for congestion caused by strategic road traffic.
- 4.1.6** Transport for London (TfL) have recently introduced a new approach to allocating Local Implementation Plan (LIP) funding for borough transport schemes, using a fixed needs-based formula. This system has resulted in Islington being allocated less funding for the 2010/11 financial year than it has received in the past, but it does allow a much greater degree of flexibility in prioritising transport schemes. As a result, a number of localised congestion-relief schemes are likely to be included in the forthcoming LIP programme. The council will work to ensure that any future schemes to alleviate traffic congestion adequately reflect likely future pressure as a result of population and employment growth in particular areas of the borough.

London Underground

- 4.1.7** The London Underground (LUL) network in Islington is currently very busy, with the southbound branches of the Victoria and Piccadilly Lines into King's Cross/St. Pancras carrying the highest number of passengers in the morning peak. In terms of interchanges, Finsbury Park experiences the largest number of accessing and interchanging passengers during the morning peak, with high levels of egress recorded at Farringdon and Old Street.

4 Infrastructure and implementation

- 4.1.8** Forecast growth scenarios for passenger activity on the LUL network are sourced from the London-wide Railplan model, which includes Greater London Authority forecasts of employment and population up to 2031 as key inputs. As a result, programmed schemes to increase capacity across the network are targeted at mitigating the impact of these forecasts.
- 4.1.9** A number of committed and fully-funded major line capacity enhancement programmes are of direct relevance to Islington, including programmes for the Victoria (completed in 2012), Piccadilly (2014), Circle/Hammersmith and City/Metropolitan (2018), and Northern lines (first stage completed in 2012). Discussions with LUL indicated their view that, in broad terms, these scheduled increases in capacity will be sufficient to cope with forecast increases in passenger activity.
- 4.1.10** However, there is some concern over increasing congestion at two key interchanges in the borough: Finsbury Park and Highbury and Islington. LUL have indicated that significant works are required at Finsbury Park to install ticket gates, step-free access, and to ease congestion, and that a programme to undertake these improvements was initially planned but has been suspended due to funding shortfalls. The opening of the Emirates (Arsenal) Stadium has exacerbated existing congestion issues at the station on Arsenal match days. Another LUL aspiration for Finsbury Park that currently does not have financial support is a programme to improve interchange between surface and underground rail at the station.
- 4.1.11** There are concerns about the capacity of Highbury and Islington station to handle an increase in passenger numbers following capacity enhancements on the Overground North London Line and the opening of the East London Line extension. TfL have a 4-stage improvement programme for the Highbury Corner Interchange, but indicated in discussions that the suspended LUL scheme remained the best solution for resolving station over-crowding issues.

Surface rail

- 4.1.12** Currently, Finsbury Park and Highbury and Islington are the busiest stations in the borough in terms of handling surface rail passengers, and there are also fairly significant levels of activity at Farringdon and Old Street. However, the remaining six surface rail interchanges in the borough are not heavily used. In terms of Overground services, the North London Line (NLL, passing through Highbury and Islington) is significantly more heavily used than the Gospel Oak-Barking (GOB) branch, and a large number of passengers are carried through the borough on long-distance services out of Moorgate and King's Cross, with Finsbury Park as a key interchange on these routes.
- 4.1.13** As with LUL, the Railplan model is used to forecast growth in demand for surface rail, and discussions with London Rail indicated their view that planned fully-committed and financed improvements to the network in Islington should be sufficient to handle the forecast increase in passenger numbers. Such schemes include a two-stage programme to increase service frequency and individual train capacity on the NLL, which will increase capacity by approximately 90% by 2012, and the first phase of a GOB enhancement programme to double service frequency from 2 to 4 trains per hour by 2010.

4 Infrastructure and implementation

- 4.1.14** In addition, the opening of the East London Line (ELL) at Highbury and Islington in 2012 will provide further capacity, along with the two-stage Thameslink programme (scheduled for completion by 2015) and the introduction of Crossrail (scheduled to open in 2017), both of which directly affect stations within the borough. The London Plan Alterations on Crossrail and accompanying Supplementary Planning Guidance (SPG) have recently been subject to an Examination in Public (EIP). The Inspector's report is due in February 2010. The borough strategies will be expected to reflect the outcome of the EIP in due course.
- 4.1.15** Other committed schemes affecting the borough include the preparation of key interchanges, such as Highbury and Islington, for the NLL improvements and ELL extension, although work on the surface rail section of the station is being undertaken independently of the suspended LUL scheme. In addition, a plan to extend surface rail platforms at Finsbury Park and reinstate usage of a currently closed platform is currently within Network Rail's scope.

Other public transport

- 4.1.16** Radial bus services in Islington are very heavily used, and are often over-crowded along certain corridors, particularly Upper Street, Caledonian Road, York Way and Essex Road. TfL keypoint data indicates that Essex Road is the most important corridor in terms of passenger numbers. In contrast to radial movements, orbital bus journeys within the borough are often problematic for service-provision reasons, with a lack of direct services between key interchanges such as Camden Town to Highbury Corner.
- 4.1.17** In terms of growth forecasts for bus use in London, recent planning work has been undertaken based on the previous Mayor's Transport Strategy (MTS) target of a 40% increase in the number of passengers during the period 2001 to 2011, with a similar increase in bus capacity. However, recent reductions in the amount of funding available to develop the bus network have led to more modest revisions to this target. The latest TfL Business Plan includes a target of increasing operated bus kilometres by 8% from 2007/8 to 2017/8.
- 4.1.18** TfL's committed programmes to introduce a new Routemaster bus, and to replace existing articulated "bendy" buses, are designed to at least maintain present levels of capacity along routes. However, this will involve running an increased number of vehicles along each affected route, which may have significant implications for road space at key locations in the borough.
- 4.1.19** In contrast to heavy rail modes, future planning for bus services tends to be more small-scale and response-oriented within a framework of London-wide targets. The Transport for London Road Network (TLRN) in Islington currently already has a high level of bus priority in place, and the new LIP funding process provides the council with greater flexibility in terms of identifying future schemes for bus priority on borough roads.

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Walking and cycling

4.1.20 While capacity improvements related to rail, bus and strategic highways are beyond the council's control, it can play a significant role in encouraging walking and cycling in the borough. An increase in walking and cycling can be shown to have a significant impact on reducing the number of car trips made in the borough. Therefore, improvements to pedestrian and cycle routes and increasing the promotion of travel awareness will be essential for alleviating pressure on highway, rail and bus networks. However, funding for walking and cycling improvements may be reduced in 2010/11 due to TfL's new approach to allocating funding.

Gas

4.1.21 The existing supply infrastructure, particularly for gas, will need investment. Across central London as a whole, National Grid (the gas distributor) is pursuing an accelerated replacement programme to replace all at risk' pipes over the next 25 to 35 years. This replacement programme is likely to cost at least £15 billion. While this maintenance work is essential within the Central Activities Zone CAZ, it is likely to present continued disruption within the area, which will need to be managed in order to sustain development and growth.

4.1.22 For Islington specifically, National Grid have advised that the overall the development projections within the Core Strategy can be accommodated without significant impact on the network. It is expected that localised alterations may be required but these would be determined at the development stage.

Electricity

4.1.23 EDF, the electricity distributor, is engaged in a major investment programme in central London concerning substation improvement and high voltage cable replacement. In Inner London, including Islington, cables are almost exclusively underground which presents particular challenges. Islington will benefit from major investments at substations supplying the borough which will comfortably be able to supply the new developments expected in the 2011-16 period. Investment for the 2016-26 period is less secure but there are longer term plans which, if implemented, would support growth in this timeframe

Decentralised Energy (DE) networks

4.1.24 Islington has a well-developed strategy for reduction of energy demand through the promotion of combined heat and power, and district heating schemes. This identifies the potential combined heat and power schemes/networks in Islington as:

- North cluster
- Central cluster
- South cluster A (which could also be linked to a network based on various developments on Euston Road in the borough Camden)
- South cluster B
- Citigen (which is located in Islington, but serves properties in the City).

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- 4.1.25** The London Development Agency (LDA) is working with the council on progressing its proposals for DE networks, including through its Decentralised Energy Masterplanning (DEMap) Programme. The LDA were also joint sponsors of a further study recently carried out by Parsons Brinkerhoff further developing the borough strategy for DE and investigating priority clusters in more detail. The LDA has also indicated its general willingness to provide some funding.
- 4.1.26** The council is currently looking at the scope for extending the Citigen scheme to serve additional properties in Islington, or alternatively providing their own network in the south of the borough.
- 4.1.27** In the long term the council has a general desire to develop a borough-wide Decentralised Energy Programme to extend the initial clusters and possibly link them together. This would mean that heat could be supplied from more remote and diverse heat sources which are either more efficient, or not reliant on natural gas as a energy source. Infrastructure planning around DE networks will need to be developed in conjunction with gas and electricity investment programmes to ensure a coordinated approach.
- 4.1.28** DE networks will require one or more combined heat and power engines, which in turn require a sufficient footprint. Whilst these may in some cases be accommodated within the existing boiler rooms, which they will render redundant, this cannot be relied upon. In some cases additional space for heat and power generation might be needed.

Zero carbon development offset fund

- 4.1.29** As set out in Policy 10: Sustainable Design, development will be required to offset remaining emissions associated with buildings through a financial contribution towards measures which reduce CO₂ emissions from the existing building stock. This will supplement on site measures such as energy efficiency, use of renewables and combined heat and power/combined cooling, heat and power. This fund will be used to deliver CO₂ reduction projects or infrastructure elsewhere in the borough which offset an equivalent amount of CO₂, for example energy efficiency improvements to the existing building stock, or investment in decentralised energy.

Water and sewerage

- 4.1.30** The combination of climate change, expanding population and increased water usage means that water demand in the future will outstrip supply unless additional sources of supply are found. An additional 700,000 people are forecast to be living in London by 2021. The Core Strategy sets out some policy options for improving water efficiency, including recycling of water within properties. There is also scope for some additional usage of alternative supplies, particularly bore holes.
- 4.1.31** In addition to current leakage reduction and public awareness programmes, Thames Water are constructing a new treatment plant (Thames Gateway Water Treatment Plant) in Beckton to help reduce the risk of water restrictions and ensure that severe water rationing is never required. The treated water will be pumped through a new pipeline to a reservoir

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in north east London. This new plant will supply up to 140 million litres of water per day, enough to meet the daily needs of up to one million people. This will only be used in times of drought or extended periods of low rainfall. The plant is scheduled to open early 2010.

- 4.1.32** Specifically in relation to Islington, Thames Water has confirmed that from a strategic perspective the water supply network has capacity to cater for the growth identified to 2015. However, at a more local level, infrastructure reinforcements to serve individual developments should be anticipated. In some circumstances it may be necessary for developers to carry out appropriate studies to ascertain whether the proposed development will lead to overloading of existing water and sewerage infrastructure. Where there is a capacity problem and no improvements are programmed by the water company, then the developer will need to contact the water authority to agree what improvements are required and how they will be funded prior to any occupation of the development.
- 4.1.33** As well as maintaining and improving existing sewage infrastructure, future development will require additional investment in new sewerage infrastructure. Thames Water will continue to seek to eliminate high risk property flooding related to sewer incapacity through a proactive programme that identifies areas at risk of flooding, adapts the sewerage system to cope with climate change and seeks innovative solutions to sewer flooding.
- 4.1.34** A large scale and long term solution for London's sewage network is the 'Thames Tideway' project. This project consists of a 7.2m wide diameter storage and transfer tunnel, providing approximately 1.5 million cubic metres of storage capacity, 80m below ground, approximately 32km long, underneath the riverbed of the Thames from West London, terminating at Beckton Sewerage Treatment Works. In addition to this main tunnel, the Lee Tunnel, a 7km long second tunnel, running from the Abbey Mills Pumping Station in Stratford to Beckton will also be constructed. During heavy rainfall, these two 'super tunnels' will capture sewage discharge which would otherwise enter the River Thames and transfer it for treatment.
- 4.1.35** At a borough level, Thames Water confirms that the foul sewerage infrastructure has capacity to cater for the growth identified to 2015. As regards individual developments, it is possible that some reinforcements would be required to serve major individual developments.

Drainage

- 4.1.36** A review of the Environment Agency Flood Zones and consultation with the Environment Agency has indicated that the borough does not have a significant fluvial or tidal risk as there are no ordinary watercourses or main rivers and therefore, there are no associated infrastructure schemes of defence. However, Islington's Strategic Flood Risk Assessment (SFRA) identifies the borough as having a high risk of surface water flooding, which is likely to increase with climate change. Developments will be required to incorporate Sustainable Drainage Systems (SUDS) to reduce surface water flood risk: Thames Water has also planned improvements to the surface water network to ensure future management

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of surface water flooding. The approach to managing this risk will be kept under review as further information around surface water flood risk is developed, for example through the Drain London project.

- 4.1.37** Developments may be asked to contribute to climate change adaptation measures within the local area to mitigate the impacts of their scheme or deliver wider measures to address surface water flood risk or to ensure the borough is adapted to climate change. These measures will be linked to the borough's Climate Change Adaptation Strategy.

4.2 Social and community infrastructure

Public open space, sport, play and recreation

- 4.2.1** A more detailed description of open space, play and sport provision is contained in Section 3.6 of the Core Strategy.
- 4.2.2** In order to maintain the existing level of provision as the population grows, an additional 10.71ha of public open space will be needed by 2025/2026. An east-west band (covering St. George's, Finsbury Park, Highbury West, and part of Holloway ward), as well as St. Peter's ward are the highest priority for new open space provision as these areas currently have little or no local open space⁽³²⁾. It is recognised that providing large new areas of open space in such a densely populated borough is unrealistic with new provision likely to be on a relatively small scale. Improvements to increase the quality and capacity of existing provision will therefore also be important. The council invested £6 million in parks and open spaces during 2008/09, with projects planned at St. Mary Magdalene Gardens, Arundel Square and King Square. The council will also seek to deliver measures which protect and enhance biodiversity and increase access to nature (particularly in the third of the borough currently defined as deficient in access to nature), as set out in the Biodiversity Action Plan.
- 4.2.3** With regard to play spaces, there is a clear need to improve the quality and function of existing play spaces. Increasing access to play spaces for 0-5 year olds, and for all age groups in Highbury East and Highbury West is also a priority⁽³³⁾. However, it will also be important to increase provision of formal play space as the population grows. If the current provision of play and youth facilities remain the same this would result in a reduction in provision from 4.771m² to 4.331m² per child, a shortfall in provision of 18,528m² (1.85ha). This equates to the need for the equivalent of 37 new neighbourhood play spaces by 2025/26 to sustain the existing level of provision. Areas highlighted for particular consideration are those where projected child population growth is highest (i.e. Highbury West, Holloway, Bunhill and Finsbury Park wards).
- 4.2.4** There are currently 16 sports halls in the borough and the majority of the borough residents are within the recommended accessibility catchment for sports hall provision in Islington (as per Sport England modelling parameter guidance). However, the majority of the Junction

32 Identified in Islington's PPG17 Open Space, Sport and Recreation Assessment (2009).

33 PPG 17 Open Space, Sport and Recreation Assessment (2009) Islington Play Strategy.

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and Hillrise wards have no access to a public sports hall facility and Mildmay and Canonbury wards, and parts of Highbury East, St Mary's and Barnsbury wards are also outside the catchment of a public sports hall.

- 4.2.5** For swimming, virtually the entire borough is provided for within the recommended standard (i.e. 20 minute walk time to a swimming pool). Despite good levels of swimming pool provision, a small shortfall, equivalent to one 25m pool, in current provision is identified which is likely to increase to two by 2016.

Libraries

- 4.2.6** There are 10 public libraries in Islington, including two Learning Centres, the Local History Centre and Islington Museum. These 10 buildings are all council owned except Archway and N4 libraries which are leased. The library buildings are distributed across the borough, so that all households are within one mile of a library. However, the historic location of library buildings has meant that they are not located in areas with a high footfall such as on primary retail frontages.
- 4.2.7** The buildings vary in age, size, condition and suitability for the delivery of modern public library services. From 2005, a capital programme for building improvements has been implemented, with the intention of making libraries Disability Discrimination Act (DDA) compliant.
- 4.2.8** There are also five New Horizons Community Libraries which are run in partnership with community centres. These libraries were established in 2002/03 with the aim of encouraging those people who would not traditionally use a public library to read more. The facilities are open for half a day each week. These libraries were originally funded through the Neighbourhood Renewal Grant Funding, but now form part of the core library service.
- 4.2.9** Alongside trends in demand for use and changes in the way people use space, as well as other key demographic and economic factors, the implications of population growth is one of the components that the service provider uses to assess future needs. Although trends have seen an increase in usage, libraries in Islington do have some spare capacity, however, there will be increased demands on libraries located in the south e.g. Finsbury, Mildmay and South Libraries and in the north in the later part of the plan period.
- 4.2.10** Library provision can be calculated using purely population figures⁽³⁴⁾. The accepted standard used is the Greater London Regional Standard of 30m² for every 1,000 new persons (Museum, Libraries and Archives Council, 2008) at a cost of £3,465 per m² (Building Cost Information Service) - £104⁽³⁵⁾ per person. Using this formula, and with an additional population of 16,000 between 2011 and 2026, would result in the need for 480m² of library space.

34 Although this excludes other factors in determining need for library space as identified by the service provider

35 The figure does not include land purchase costs

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- 4.2.11** An additional opportunity to co-locate libraries and other facilities such as leisure are being actively pursued by the council. One example of this is a proposed new or enhanced library and leisure centre at Archway, which is identified in both the emerging Core Strategy and in the adopted supplementary planning document for Archway (2007), as part of the wider development of the area.
- 4.2.12** Islington's Library and Cultural Service has been previously successful in a number of bids for external funding such as Lottery Funding. Other external funding opportunities have been sought to raise funds for specific projects including funding from the Museums, Libraries and Archives Council (MLA), Neighbourhood Renewal Fund (NRF), Paul Hamlyn Foundation, Premier League, National Literacy Trust and EC1 New Deal. A bid to the Heritage Lottery fund raised £908,000 to create a new museum at Finsbury Library and £791,389 was awarded from the Big Lottery Fund to transform North and West Libraries, which is due to be completed in 2009/10.

Community spaces

- 4.2.13** 'Shaping Neighbourhoods: A Guide for Health, Sustainability and Vitality', published by Spon Press in 2003, suggests that the catchment population required to sustain one community centre is about 4,000. The population of Islington is 191,300, therefore based on the Shaping Neighbourhoods guidance, Islington would need a minimum of around 48 community centres.
- 4.2.14** Fifty-seven community facilities were assessed as part of the council's Open Space, Sport and Recreation (PPG17) Assessment (2009). These are spread evenly across the borough and access to small and medium size community centres is considered to be good. These facilities are mostly the responsibility of Homes for Islington. There are other community centres in Islington, including those not owned by the council, a full audit of which has not yet been carried out. This will occur through revisions of the Infrastructure Delivery Plan, which will consider the range, ownership and appropriateness of facilities in relation to the need and take into account the views of stakeholders.
- 4.2.15** Most residents have sufficient access to small and medium sized community facilities. Consideration should be given to whether any services located close together have overlapping facilities and whether these could be rationalised. Rationalisation combined with the expansion of selected facilities would provide larger flexible facilities that could meet the needs of users living within the catchment of more than one existing facility.

Health services

- 4.2.16** There are two hospitals in the borough (Whittington Hospital and Moorfields Eye Hospital), with residents in the south of the borough also using University College Hospital at Euston. The Whittington provides a full accident and emergency service alongside a range of other inpatient and outpatient services. Over one year the Whittington treats around 20,000 inpatients, 13,000 day cases and 190,000 outpatients and there are 85,000 attendances at Accident and Emergency (A&E). Moorfields Eye Hospital is the oldest hospital for ophthalmic treatment in the world and leads in areas of research and teaching. It carries

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out over 23,000 ophthalmic operations each year. The award winning design of the associated Richard Desmond Children's Eye Centre recently opened in 2007 is solely dedicated to the prevention, treatment and cure of children's eye disease, with over 25,000 attendances over a year.

- 4.2.17** The Camden and Islington Foundation Trust provides mental health services across both Camden and Islington and manages 505 beds across the two boroughs. It provides integrated mental health and social care services, with community teams based across the two boroughs. At any one time the Trust is offering a service to 9,100 people.
- 4.2.18** General Practitioner (GP) surgeries are the first point of call for the majority of people in the borough for their healthcare needs. There are currently 39 GP surgeries catering for 203,649 registered patients, with an average practice list sizes of 5,091, and a GP to patient ratio of 1:1,921. This figure is only slightly higher than the national average
- 4.2.19** The current geographical spread of GP practices ensures that most residents have a choice of GP and most patients are able to access a practice within a 20 minutes walk. There are 23 dental practices offering NHS treatment in Islington and 49 contracted optometrists operating from 27 practices
- 4.2.20** The Primary Care Trust (PCT) makes use of London Health Observatory birth data and GLA population projection low estimates to develop additional services to meet new and growing needs of the people of Islington, but also identifies changes in the way that some of these services will need to be organised and delivered. Key health issues and data are set out in the Joint Strategy Needs Assessment. To help address health inequalities NHS Islington has produced an Islington Health Inequality Strategy.
- 4.2.21** There will be a major shift of care out of hospital, with many outpatient and other services that have traditionally been provided in hospital being offered instead in primary and community settings. The PCT is actively working to encourage practice mergers with a view to establishing larger practices capable of providing a wider range of services and increased availability outside of 'normal' opening hours.
- 4.2.22** In 2009/10, the PCT is working up, in consultation with partners, plans for the three polysystems to be introduced across Islington. The three polysystems in the borough, will cover the whole population across the north, central and south localities.
- 4.2.23** The hub for the first polysystem will be in the north of the borough, on the Whittington hospital site. PCT's plans for the hubs in the centre and south of Islington are being worked up at the same time. The Primary and Community Services Commissioning Strategy for the five years, 2009-2014, (January 2009) sets out seven main proposals to reduce health inequalities and improve services within primary and community care. It provides the following time line for the establishment of 3 hubs for a polysystem model: polysystem on the Whittington Hospital site (October 2011); GP-led health centre (January 2010) and federation of practices in south Islington January 2010.

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4.2.24 Community health services are integrated with Adult Social Services in Islington, aiming to enable adults and older people to live as independently as possible. Children's health services are integrated with Children's Services, and are increasingly based in children's centres, and in schools, offering extended services.

Health impact assessment

4.2.25 Health Impact Assessments (HIA) consider the potential impacts of planning policies and decisions on health and health inequalities. They identify actions that can enhance the positive effects, and mitigate, or eliminate, the negative effects of developments. Undertaken prospectively HIAs provide an opportunity to assess proposed developments from a wide range of perspectives, including that of the community, and can follow up the impact of development from planning to construction and completion.

4.2.26 The Core Strategy helps to deliver on a healthier Islington. The following policy areas have the potential to increase most directly healthier lifestyles:

- improving access to housing
- creating a better pedestrian environment
- supporting employment in the borough
- improving the natural environment

4.2.27 Islington has a significant diet-related health problem, including high rate of childhood obesity. As part of the council's strategic approach to tackling this problem we will publish a supplementary planning document that will help address the health impact of hot food takeaways, particularly those located close to schools.

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Health Impact Assessments

To promote health and reduce health inequalities, all major new development proposals will be required to conduct a prospective Health Impact Assessment (HIA). Funding will be sought from S106 developer contributions where longitudinal impact assessments are indicated.

Education: early year provision

4.2.28 Provision of childcare in Islington is offered by a mix of voluntary, private and public service providers. Current availability of childcare is as follows:

- about 4,640 places in 116 nurseries (in October 2008). This includes 16 children's centres and early years centres
- about 2,100 places in reception classes in primary schools (in February 2009)
- about 500 under-fives childminder places (202 childminders) (in February 2009).

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- 4.2.29** The Childcare for Islington (CFI) 2009 Update states that currently 44 of Islington's 50 primary and special schools are providing access to full or sustainable childcare services as part of their Extended School core offer (the remaining six have some term-time childcare). These comprise a variety of services both on and off the school site, often working in partnership with other schools or voluntary sector providers.
- 4.2.30** A range of provision is also on offer before and after the school day and during half-terms and school holidays (particularly the summer). Provision is offered directly by schools, by voluntary providers, and a limited amount by a council-run adventure playgrounds.
- 4.2.31** Recent vacancies were highest in the Hornsey Area Children and Young People's Partnership area and also in Highbury, particularly for two year olds and over.
- 4.2.32** The CFI Report (2008) shows a relatively high supply of nursery and childminding places in all areas of Islington except Barnsbury ward. But supply in wards neighbouring Barnsbury is high. In the south of the borough (Finsbury Area Children's Network (ACN)), it appears there is particularly good supply - possibly over-supply - in the south-east. In the east, the supply is lower.⁽³⁶⁾
- 4.2.33** The council has worked with partners in the voluntary and health sector to provide 16 new Surestart Children's Centres, ensuring every family in the borough is within walking distance. There are 467 new full daycare places for under fives created as part of the Islington Children's Centre Strategy and all the new centres were due to have opened by September 2009. Some children centre places are provided at the following schools:
- Ambler
 - Hargrave Park
 - Hungerford
 - Moreland
 - New North
 - Robert Blair
- 4.2.34** The March 2009 update of the CFI summary report states that the highest concentrations of children and young people continue to be in the north and east of the borough, but overall future population increases may be greater in the south.
- 4.2.35** The redevelopment of the Mount Pleasant Post Office site is likely to have the most impact on increasing demand for early years provision, while the regeneration of King's Cross is producing some additional mixed development housing and will also attract additional jobs. In the development of the Arsenal area and Lough Road is increasing the number of two and three bedroom units. There may also be some impact from the development of the Woodberry Down estate just over the Hackney boundary.
- 4.2.36** Islington is liaising with the four neighbouring boroughs to explore ways of sharing information about provision, as well as good practice for managing the childcare market.

36 This analysis excludes places in reception classes

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4.2.37 From April 2010, all three and four year olds will be entitled to 15 hours (until April 2010 12.5 hours) free nursery provision, offered flexibly over 38 weeks per year, from the term after the child's third birthday. The funding for this is provided by the government as a grant to the local authority and passed on to nursery providers according to a termly headcount of the number of children taking up places. Nursery classes in primary schools are free of charge. For additional care beyond the times and hours specified, or for independent care by childminders, funding is sought directly from parents.

Education: primary school provision

4.2.38 Islington Council has 44 primary schools of which;

- 29 are community schools,
- 8 are voluntary-aided Church of England schools,
- 7 are voluntary-aided Catholic schools
- There are also primary school places at St.Mary Magdalene Academy.

4.2.39 The schools are distributed evenly across the borough (Figure 3.1). The service provider has indicated that primary school places are generally taken up by children living within the borough, with very limited cross-border movement apart from those schools on the borough boundaries.

4.2.40 The forecasts on population change occurring in the inner wards area up to 2026 will inevitably vary across different age cohorts and will therefore have a different impact at a ward level. The Primary School Places Statistical Update (2009) states that there is currently a net capacity of 14,174 of which 12,186 places are filled leaving a surplus of 1,988 (14%). Exceptions include Grafton (-20), St. John's Highbury Vale (-2), William Tyndale (-43), Canonbury (-30), St. John the Evangelist (-12), which are oversubscribed. It should also be noted that schools are not expected to operate at 100% capacity; when schools are at 90% capacity, they are considered to be full.

4.2.41 An audit of condition was undertaken in 2007/08 which identifies priority areas for maintenance and building works. The Infrastructure Delivery Plan details the financial cost for undertaking works based on a priority system for work that needs to be undertaken urgently (Priority 1) to within 10 years (Priority 4).

4.2.42 The borough has sufficient primary school capacity to absorb population growth up to 2015. The most constrained area, although with surplus projected capacity to 2015, is the west area of the borough. Cross boundary impacts from neighbouring Camden, and in particular the King's Cross redevelopment, could have an impact on school places in the future. However, the five year housing supply (2009/10-13/14) shows the majority of housing growth in the south (Bunhill, Clerkenwell, St Peter's Ward) and east (Highbury West). Beyond 2015, the Strategic Housing Land Availability Assessment results indicate that the majority of growth will be primarily in the north and south.

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Education: secondary school provision

4.2.43 There are ten secondary schools in Islington, of which five are community schools (three mixed and two all-girls), one voluntary aided school (boys), two Catholic voluntary aided schools (one boys and one girls), and two academies (both mixed)⁽³⁷⁾. These are evenly distributed across the borough.

4.2.44 In January 2009, Islington's secondary schools had a net capacity of 8,220 places of which 7,417 places were filled (an excess of 9.7%). Projected pupil demand has been analysed in order to inform the number of secondary school places so that excess capacity becomes approximately 5% by 2017, as recommended by the London Challenge (Islington Council, Secondary Schools Pupil Number Planning, 2009).

4.2.45 The authority's Building Schools for the Future (BSF) project is investing approximately £140m to rebuild and refurbish the secondary school estate. The scope of this project does not include the two academies.

4.2.46 The BSF project is being delivered in three phases:

Phase 1 (2008 to 2010)

- Highbury Grove School (including co-located Samuel Rhodes Special Education)
- Holloway School
- St Aloysius College

Phase 2 (2010 to 2012)

- Central Foundation Boys School
- Elizabeth Garrett Anderson language college
- Islington Arts and Media School of Creativity
- New River College - Pupil Referral Unit (PRU)

Phase 3 (2011 to 2012)

- Highbury Fields School
- Mount Carmel Technology College

4.2.47 The phasing of works intends to maximise the benefit of BSF investment whilst taking into account stock condition and educational suitability of existing buildings.

37 Academies are not maintained by the local authority, but they collaborate closely with it, and with other schools in the area. Academies are funded at a level comparable to other local schools in their area. - http://www.standards.dfes.gov.uk/academies/what_are_academies/?version=1

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4.2.48 In order to deliver this investment programme a Local Education Partnership (LEP) has been established called "Transform Islington". Working with the authority and schools, the LEP will design, build and maintain each secondary school in accordance with the authority's timescale and requirements.

Education: further education

4.2.49 Further education is entering a period of change, with responsibility moving from the Learning and Skills Council (LSC) back to local education authorities in 2010. In addition, the Education and Skills Act was passed in November 2008, making education or training compulsory until the age of 18. The participation age is being raised in two stages, to 17 from 2013 and to 18 from 2015. The first cohort to be affected by these changes began with Year 7 in September 2008. This is likely to affect the way services are planned for and delivered due to a change in admissions criteria and the possible increase in the gross number of students who remain in education.

4.2.50 There are four bodies in Islington delivering post-16 education:

- City and Islington College
- Islington Consortium
- City of London Academy
- St Mary Magdalene Academy

4.2.51 The largest of these is City and Islington College. The college works in partnership with the 11-16 schools who are not part of the Islington Consortium and these learners are guaranteed a place at City and Islington College should they wish to continue their education beyond 16. City and Islington College developed a strategy to rebuild the college estate using capital released by the sale of sites and grants from the Learning and Skills Council. The £64 million building programme was completed in 2005 and resulted in the development of five new centres across four sites:

- The Centre for Applied Sciences – at the Angel
- The Centre for Business, Arts and Technology – on Camden Road
- The Centre for Health, Social and Child Care – on Holloway Road
- The Centre for Lifelong Learning – at Finsbury Park
- City and Islington Sixth Form College – at the Angel.

4.2.52 A number of assumptions are now being made regarding the raising of the participation age. The potential effects of this on the schools in the Islington Consortium include:

- In 2013 an expected 5% rise in staying rates across the three schools: this is shown as 5% in each, though this might vary between schools
- It is not expected that 17-18 year olds in 2016 and beyond who have completed a one year level 2 course at 17 will follow a second similar course for another year. Thus the 2016 figure does not show an automatic shift from 5% up to 10%: young

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people might leave the consortium at 17 to remain in education and or training. The figure projected is 7.5%

- The Sixth Form Consortium will be leading the delivery of a range of new diplomas – Hospitality, Manufacturing and Product Design, Business, Administration and Finance (Sport and Active Leisure) – at 16+ at levels 2 and 3 in particular. These are expected, at level 2, to be programmes accessed by the new 5%. At level 3 it is assumed learners will follow a diploma instead of current equivalent A levels.

4.2.53 Islington’s pupil number planning projects the following to 2017:

Table 4.1 Projected numbers on roll (Islington Consortium)

	Central Foundation Boys School	Highbury Fields School	Highbury Grove School	Total
2009	89	92	154	334
2010	89	93	155	337
2011	90	94	156	340
2012	91	95	158	344
2013	92	95	160	347
2014	93	97	161	351
2015	94	97	163	354
2016	95	98	165	358
2017	96	99	166	361

Source: direct correspondence with service provider (Islington Consortium)

4.2.54 City and Islington College commented that although the condition of its buildings is generally considered as being good, there are significant capacity constraints both now, and up to 2015, particularly associated with the raising of the participation age of students. There are also concerns that there are no further education facilities that cater for needs of those with specific needs such as severe disability. All these students currently have to travel outside the borough. The current economic climate and absence of committed investment has meant that plans for expansion have been put on hold. The college is hopeful that the transfer of responsibility for further education from the LSC to the local authority may result in the ability to share some facilities and allow for more synergy in the education system as a whole.

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Education: higher education

- 4.2.55** There are two universities in Islington: City University London, and London Metropolitan University. In addition, there is a campus in Archway jointly owned by University College London and Middlesex University.
- 4.2.56** Capacity constraints exist at City University London, with a number of buildings considered to be poorly suited and not conducive to modern university requirements. Works are regularly carried out to improve buildings within the campus, although utilities upgrades will be needed to support the development in the south of the borough, particularly in relation to electricity provision. However, London Metropolitan University has experienced a reduction in student population numbers. The service providers are looking to consolidate their assets and reduce reliance on leasehold buildings.
- 4.2.57** The main source of university funding is central government and is distributed through Higher Education Funding Council for England (HEFCE). University funding is (broadly) based on the following:
- Numbers of students;
 - Type of subjects taught;
 - Quality of research as assessed through the Research Assessment Exercise (RAE).
- 4.2.58** Additional funding is provided for students from deprived backgrounds and for institutions with historic buildings to maintain. Universities are also free to raise funds through other means such as consultancy research, commercial lease of premises and soliciting funds from alumni.

Emergency services: Police

- 4.2.59** There are three police stations in Islington: Islington Police Station; Holloway Police Station and Highbury Vale Police Station. In addition, the police are also present in the following Neighbourhood Police Facilities: International House in Compton Road and Archway Neighbourhood Police Facilities.
- 4.2.60** The Asset Management Plan (AMP) for Islington covers the period 2007-2010. This indicates that both the Highbury Vale and the Holloway stations are ageing quickly and that the infrastructure of these buildings can no longer support the latest IT and communications technologies vital to effective operational policing. At Highbury Vale in particular the interior is not conducive to modern policing requirements. Furthermore, these stations are not best located to serve their communities and it is also very difficult to make them fully accessible.
- 4.2.61** The Metropolitan Police Service (MPS) therefore envisages a review of the future of Highbury Vale and Holloway police stations with the re-provision of all the facilities currently housed there in more specialised, and more appropriate facilities (AMP, 2007).

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- 4.2.62** An important change in the way services are delivered by the MPS is through neighbourhood policing teams. These are teams of Police Community Support Officers (PCSOs) and police officers, who are dedicated to the local neighbourhoods that they serve (which usually equate to the local council wards in the borough). There are plans to open additional neighbourhood policing facilities across the borough to accommodate these teams in permanent facilities.
- 4.2.63** There are also plans to change and expand custody facilities to make policing more efficient. Possible sites for a custody centre need to be in an easily accessible location. They could also be built as an extension to existing facilities.
- 4.2.64** The AMP (2007) states although there are currently no major infrastructure developments taking place within the borough, the development at King's Cross and the plans for schemes such as Crossrail in neighbouring boroughs will all have an effect on borough policing. In addition, it is expected that challenges will continue with regard to the substantial operational commitment needed to police the Emirates (Arsenal) Stadium which can have over 60,000 visitors for matches.

Emergency services: Fire and Rescue

- 4.2.65** Fire and Rescue services in Islington are provided by the London Fire Brigade. There are three fire stations located in Islington: Clerkenwell Station with a catchment area stretching 3 km² to the north of the City of London; Islington Station with a catchment area of 5 km², and Holloway Station with a main area of coverage equal to 7 km². Although stations tend to have their own catchment area, the Fire and Rescue service is a national resource and vehicles can be deployed nationwide depending on the severity of a situation.
- 4.2.66** In terms of conditions, the London Fire Brigade Draft Asset Management Plan (2009) describes Clerkenwell Station as being 'poor operationally' and 'not fit for purpose'; Islington station as 'good operationally' and 'fit for purpose' and Holloway Station as 'poor operationally' and 'not fit for purpose'.
- 4.2.67** In 2004, the Government withdrew the national standards for fire cover that determined the response to fires based on the risk to property from fire. The London Safety Plan 2009/10 -2011/12 (combined corporate plan and integrated risk management action plan) has introduced new targets to measure performance. These standards are reviewed every year.
- 4.2.68** There is now a London-wide standard that is applied to the fire service as follows: first appliance within six minutes on 65% of occasions; second appliance within eight minutes on 90% of occasions.
- 4.2.69** Clerkenwell Station is identified in the Draft Asset Management Plan as having high potential for development. Clerkenwell is also part of the Corporate Property Project and has approval to seek offers from the market for redevelopment. Holloway Station is also identified in the Draft Asset Management Plan for refurbishment.

4 Infrastructure and implementation

- 4.2.70** There are plans to co-locate with other emergency services including accommodating first response cars at the fire station in the evening for set periods as the ambulance station has limited space. The Draft Asset Management Plan also states that the fire service is working with the Metropolitan Police Authority to identify potential sharing opportunities and collaborative procurement arrangements. One opportunity is to pursue accommodating a Metropolitan Police Service Safer Neighbourhood Team (SNT) at Holloway fire station jointly with the property improvements at this station.
- 4.2.71** The estimated cost of improvements at Holloway Station is £1.3m, including the provision of accommodation for the MPS SNT (if terms can be agreed for the recovery of the cost of providing the additional accommodation) or approximately £1.1m for the fire station improvements should it not prove possible to agree suitable terms with the MPS for the provision of accommodation for the MPS SNT⁽³⁸⁾.
- 4.2.72** The London Fire Brigade has a programme for long term investment – mainly on fire stations – and this is financed by using money from selling assets, special grants and borrowing from the government. The service is actively looking at using other sources of funding such as the government’s private finance initiatives (PFI) grants to speed up the replacement programme.

Emergency services: Ambulance

- 4.2.73** There is one ambulance station in Islington, located in Brewery Road and operated by the London Ambulance Service NHS Trust (LAS). This was opened in 2001 and is located in an area which allows teams to access the hotspots of demand in Islington, the City and Camden.
- 4.2.74** The site is 690m², with garage space for eight vehicles. The station is located on a site shared with industrial units and this can cause access constraints.
- 4.2.75** Standards for the ambulance service are set nationally and relate to the response time from when a call is connected to the control room to when the ambulance arrives at the patient. Calls are divided into three categories:
- Category A (immediately life-threatening);
 - Category B (serious); or
 - Category C (neither serious or life-threatening).
- 4.2.76** The targets for this year (April 2009 to March 2010) state that the service should reach:
- 75% of Category A calls within 8 minutes;
 - 95% of Category A calls within 19 minutes; and
 - 95% of Category B calls within 19 minutes.

38 Source: Holloway Fire Station Extension and Accommodation for the Met Police. Finance, Procurement and Property Committee, 20th April 2009

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- 4.2.77** Demand for the services has been fluctuating. The use of NHS Direct (NHSD) has reduced demand slightly as the LAS are routinely transferring 200 to 250 calls per day. However, there are also short term peaks in demand. For example, the latter part of June and throughout July saw a period of sustained and unprecedented demand, due in part to a heatwave and increased incidents of swine flu, which saw performance against targets drop.⁽³⁹⁾
- 4.2.78** The LAS put forward a business case in January 2009 to relocate the Islington Ambulance Station to larger premises on 88 Brewery Road, N7. The new site is 1,291m².
- 4.2.79** There is an identified need to provide larger garage space, parking and adequate facilities for 90 whole time equivalent staff to allow for operational growth. The business case suggests that Islington may become a main station with a satellite station as a result of active consideration to realign stations in the southern area.
- 4.2.80** The site is very close to the existing site to keep it within half a mile of the optimum cover point (as identified by ORH Consultants).
- 4.2.81** A full planning application was submitted for 88 Brewery Road in June 2009. No decision has been made on this application although the recommendation is for approval subject to conditions and legal agreement.
- 4.2.82** The London Ambulance Service NHS Trust has a business plan for 2009/10. This plans for a capital expenditure of £16.8 million London-wide on the fleet, new equipment, information management and estates. However, the plan is not borough specific.
- 4.2.83** According to the business case for the new ambulance station, there would be set up costs of £200,000 to convert the interior of 88 Brewery Road to make it fit for purpose. There would also be costs of £25,000 to return the current site to that which is in the lease agreement.

4.3 Partnership working

- 4.3.1** The LDF process will support other corporate requirements and objectives across the council, including:
- Comprehensive Area Assessment (One Place from December 2009)
 - Homes and Communities Agency (HCA) Single Conversation (including the preparation of a Local Investment Plan)
 - Total Place (currently being piloted in 13 areas across England)
- 4.3.2** PPS 12 *Local Spatial Planning* now requires that the LDF delivers the Local Area Agreement (LAA), improves the locational delivery of public services, and identifies public sector assets that can be released to meet current requirements.

39 Chief Executive's report, 28th July 2009

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- 4.3.3** The Local Strategic Partnership is well placed to take this forward. Statutory Guidance for LSPs (July 2008) establishes the wider framework of the new role of the LSP as having oversight of resources and responsibility for delivery of the Local Area Agreements and, inter alia, the LDF. The LSP also have responsibility for community consultation within the area.
- 4.3.4** In order to maintain and implement the infrastructure planning that will underpin the Core Strategy, the establishment of an infrastructure providers group reporting to the LSP is the recommended arrangement from the Infrastructure Delivery Plan for driving forward the delivery of infrastructure.

Policy CS 20

Partnership working

The council will lead on establishing infrastructure governance arrangements within the Islington Strategic Partnership to provide leadership for local service delivery and use of assets over the short, medium and long term.

Monitoring

- 4.3.5** The Core Strategy sets out an ambitious spatial strategy to be delivered over the lifetime of the plan. Future monitoring of the plan policies is required to enable an understanding of the extent to which the Core Strategy delivers what is intended during the plan period. The monitoring schedule in Appendix 3 sets out indicators for monitoring the effectiveness of policies, including performance against associated targets, contained in the plan. The indicators have been devised to assess whether or not policy outcome is being achieved and to inform any future review of policy. As well as monitoring the outcome of individual policies, e.g. on housing and employment, the council will also assess progress against the indicators holistically to determine whether the policies are proving effective in promoting an integrated approach to sustainable development and plan delivery, or whether a more flexible approach is required. Monitoring performance against the indicators will occur in the Annual Monitoring Report, the production of which is a key requirement of local authorities.

5 Plan making stages

- 5.0.1** The overall vision set out at the beginning of this document represents a shared view of how we all want the borough to change over the coming years. It has been developed by Councillors and our partners in the Islington Strategic Partnership and adopted by Islington Council.
- 5.0.2** During the production of the Core Strategy we did our best to set out in an open way how and why we decided on the policies in the final document. More detail about how we consult is set out in our [Statement of Community Involvement](#) (SCI).
- 5.0.3** Table 5.1 below sets out the various stages in the production of the Core Strategy leading to its adoption on **17 February 2011**.

Table 5.1 Developing the Core Strategy

Stage	Date	Details
Issues and Options Paper		
Evidence gathering	July/October 2008	The council gathered evidence informally and sought out the views of others on its choices.
Initial consultation	September - November 2008	The council formally sought the views of others on the options.
Direction of Travel stage		
Period of informal engagement	Late 2008 - Summer 2009	Period of informal engagement with key stakeholders to resolve outstanding issues. The council took into account the findings of previous consultation. We also produced additional evidence and asked for further information from individuals and organisations. A Direction of Travel draft of Core Strategy was produced to inform ongoing discussion.
Closing stages		
Proposed Submission consultation	September - October 2009	Final draft sent to council's Executive Committee and full Council for approval.
	October - December 2009	Formal six week period of public period of consultation.
Notification on changes to Core Strategy	February - March 2010	Consultation on changes to the Proposed Submission document following consultation comments.

5 Plan making stages

Stage	Date	Details
Submission of final draft	June 2010	Final Core Strategy sent to full Council for approval then submitted to Secretary of State to be assessed for soundness through independent examination by a Planning Inspector.
Notification of further changes to Core Strategy	July-August 2010	Consultation on changes to the Submission document.
Independent Examination		
Hearings	November 2010	The independent examination of the Core Strategy culminated in a series of public hearings.
Receipt of Inspector's report	January 2011	A report by the Planning Inspector, dated 20 January 2011, recommended a limited number of changes to the Core Strategy. The report stated that, with these changes, the Core Strategy would satisfy the requirements of s20(5) of the 2004 Act and meets the criteria for soundness in PPS12.
Adoption	February 2011	The council made the Planning Inspector's recommended changes to the Core Strategy and formally adopted it on 17 February 2011 .
<p><i>The council produces a Local Development Scheme that sets out the timetable for producing all of the documents that make up the Local Development Framework. This is available on the website http://www.islington.gov.uk/LDF.</i></p>		

Appendix 1: Evidence base

Appendix 1: Evidence base

1.0.1 An extensive evidence base has been developed over the past couple of years, which has informed the preparation of the Core Strategy. Key pieces of technical evidence include:

- Housing Needs Study (2008)
- Gypsies and Travellers Needs – London wide (2008)
- Affordable Housing Viability Study (2009)
- Sub-regional Strategic Housing Market Assessment (SHMA) (draft 2009)
- London Housing Capacity Study/Strategic Housing Land Availability Assessment (SHLAA) (2009)
- Islington PPS1 Evidence Base: Technical feasibility and financial viability of low and zero carbon developments (2009)
- Open Space, Sport and Recreation - PPG17 study (2009)
- Central London Forward Infrastructure Needs Assessment (2009)
- Islington Infrastructure Delivery Plan (2009)
- Islington Employment Study (2005)
- Islington Employment Study (2008)
- Islington Retail Study (2005)
- Islington Retail Study (2008)
- Strategic Flood Risk Assessment (2008)
- Habitats Directive Assessment (2009)
- Tall Buildings Evidence Base (2010)

1.0.2 In addition, the Core Strategy draws upon data and analysis from a range of other sources such as the Greater London Authority, the Office of National Statistics, as well as research undertaken by other departments of Islington Council.

Appendix 2: Delivering the Sustainable Community Strategy

Appendix 2: Delivering the Sustainable Community Strategy

Appendix 2: Delivering the Sustainable Community Strategy

2.0.1 Using the three key objectives of the Sustainable Community Strategy (top row) and the priorities for action (left hand column) the following table sets out the actions that the Core Strategy will most directly play a part in delivering.

Table A2.1

Key objectives >>>	Reducing poverty	Improving access for all	Realising everyone's potential
Priorities for Action			
Improving people's employment prospects and the prosperity of the area		Provide more entry-level jobs for school leavers.	
Improving educational attainment and learning			Provide a wide range of opportunities for adult learners to gain new skills, including basic skills training and lifelong learning options.

Appendix 2: Delivering the Sustainable Community Strategy

Key objectives >>>	Reducing poverty	Improving access for all	Realising everyone's potential
Tackling health inequalities and improving health	<p>Take a preventative approach to promoting good physical and mental health, providing accessible and tailored health information to all our communities and groups.</p> <p>Encourage people to increase their levels of physical activity, by promoting walking and cycling.</p>	<p>Improve people's access to healthy affordable food.</p> <p>Make sport and recreation venues more accessible to different groups, for example, to children and older people and those on lower incomes.</p>	<p>Help people to live as independently as possible with support and physical adaptations for those who need them.</p> <p>Deliver more services in people's own homes and closer to home and, in partnership with other services, only using hospitals for those things that they do best.</p>
Improving safety and people's feelings of safety	<p>Continue to reduce crime and the fear of crime by:</p> <ul style="list-style-type: none"> - increasing the visibility of front line services on the street -increasing the use of public spaces -fostering better relations between different groups of people, such as the old and the young, to reduce fear - improving employment prospects locally. 	<p>Create more capacity at a local level to target crime hotspots and areas of need.</p> <p>Support community initiatives to improve safety, such as the use of technology by local shopkeepers to look out for each other's businesses, as, for example, at the Angel Business Improvement District.</p>	<p>Help prevent anti-social and criminal behaviour by young people and provide a safe environment.</p> <p>Promote alcohol awareness to reduce alcohol-related violence and anti-social behaviour, and reduce alcohol-related illness and injury.</p> <p>Help older people to feel confident about leaving their homes after dark.</p>

Appendix 2: Delivering the Sustainable Community Strategy

Key objectives >>>	Reducing poverty	Improving access for all	Realising everyone's potential
Improving the quality of the environment and tackling climate change	<p>Take up every opportunity to bring in funding to improve the external areas on housing estates, to reduce perceptions of crime</p> <p>Help low and middle income households to avoid fuel poverty.</p>	<p>Establish safe routes to and from schools and stations.</p> <p>Inform the community about their role in hazard prevention and provide a fast and effective response whenever emergencies occur in Islington.</p> <p>Ensure that transport in the borough is accessible, environmentally sustainable and well integrated with the city's transport network.</p> <p>Create accessible public and green spaces, including streets by, for example, removing street clutter, so that everyone can move about the borough easily.</p> <p>Ensure that all parks, public spaces and open spaces on estates are clean, safe and accessible; and create more spaces where children can play and people can meet.</p>	<p>Develop initiatives to tackle and adapt to the impact of climate change, and raise awareness of the issues.</p> <p>Work closely with residents, businesses, and community and faith organisations to change their behaviour by, for example reducing energy use, reducing waste and promoting walking and cycling.</p> <p>Pilot sustainable building projects and provide open spaces.</p>

Appendix 2: Delivering the Sustainable Community Strategy

Key objectives >>>	Reducing poverty	Improving access for all	Realising everyone's potential
<p>Improving the quality of housing.</p>	<p>Ensure that a proportion of new housing units remain genuinely affordable and available to those on an average salary.</p> <p>Reduce overcrowding by building new homes, efficient management of our housing stock, and mitigate the effects of overcrowding by targeting services, especially support, for children.</p>	<p>Ensure that new housing meets the 'homes for life' standard to accommodate people who become disabled at some point during their lives.</p> <p>Ensure new housing developments include access to good quality green space.</p>	<p>Ensure all new social housing developments meet the 'carbon zero' target by 2016, and are designed to adapt to rising temperatures</p>
<p>Building stronger, sustainable communities</p>		<p>Make better use of school and other community buildings to provide a range of services to the whole community.</p> <p>Bring community centres on estates back into use as a resource for the whole community.</p> <p>Build on the children's centre model by delivering more integrated services at local level.</p>	<p>Work with social landlords, tenants' associations, resident groups, and community organisations to encourage activities for people of all ages on housing estates.</p>

Appendix 3: Monitoring

3.0.1 The table below sets out the different indicators that the council will use to monitor the effectiveness of the Core Strategy policies in delivering the strategic objectives. These will be reviewed each year in the Annual Monitoring Report. By reviewing and monitoring the Core Strategy, we will be able to consider: the impact the plan is having in helping to achieve targets, milestones and success factors as identified in the Monitoring Framework; whether the policies are working effectively or require adjusting or a more flexible approach; and whether any wider national or regional strategy or policy changes are having an impact on the application of Core Strategy policies.

Table A3.1 Core Strategy Monitoring Framework

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
1, 2, 3, 5, 6, 8, 9, 11, 14, 15, 16, 17, 18	Policy CS 1: Archway	Change in employment floorspace by type in key area.	Maintain or increase provision of office space.
		Change in retail floorspace in key area.	Increase provision.
		Number of additional residential dwellings completed in key area.	Between 800 and 1,400 residential units to 2025/26 (between 53 and 93 per annum).
		Progress of public realm improvements in key area, e.g. pedestrian and cycling environment, gyratory.	Improvements set out in Part E over lifetime of plan.
1, 2, 3, 5, 6, 8, 11, 14, 16, 17, 18	Policy CS 2: FinsburyPark	Progress on improvements to open spaces including Archway Park and Girdlestone open space.	Improvement over lifetime of plan.
		Change in employment floorspace by type in key area.	No overall net loss.

Appendix 3: Monitoring

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
1, 2, 3, 4, 5, 6, 8, 9, 11, 14, 16, 17, 18	Policy CS 3: Nag's Head and Upper Holloway Road	Change in retail floorspace in key area.	Maintain or increase provision.
		Number of additional residential dwellings completed in key area.	Between 500 and 700 residential units to 2025/26.
		Progress of public realm improvements in key area, e.g. pedestrian and cycling environment.	Improvements set out in Parts D and E over lifetime of plan.
1, 2, 3, 4, 5, 6, 8, 9, 11, 14, 15, 16, 17, 18	Policy CS 4: Highbury Corner and Holloway Road	Change in employment floorspace by type and size in key area.	Maintain or increase provision.
		Change in retail floorspace in key area.	Maintain or increase provision along Holloway Road and Seven Sisters Road. Increase in Nag's Head.
		Number of additional residential dwellings completed in key area.	Some residential development to occur above existing retail premises, according to opportunities and phasing to be identified in the Site Allocations.
		Progress of public realm improvements in key area, e.g. pedestrian and cycling environment.	Improvements set out in Part C over lifetime of plan.
		Change in employment floorspace by type in key area.	Increase provision.
		Change in retail floorspace along Holloway Road.	Maintain or increase provision.

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
		Number of additional residential dwellings completed in key area.	Over 700 units at Arsenal's Queensland Road site, according to phasing to be identified in the Sites Allocations document. No target for remainder of key area.
		Progress of public realm improvements, e.g. pedestrian and cycling environment, Highbury Corner.	Improvements set out in Part A to be achieved over lifetime of plan.
1, 2, 3, 4, 5, 6, 8, 11, 14, 16, 17, 18	Policy CS 5: Angel and Upper Street	Change in retail floorspace and other town centre uses (Use Class Orders A1, A2, B1a and D2).	Maintain or increase provision in the area around Liverpool Road, Chapel Market and Upper Street High Pavement and in area of extended town centre boundary to be defined in the Development Management Policies.
		Number of additional residential dwellings completed in key area.	No target. Significant residential development discouraged.
		Number of new jobs accommodated in key area (if data available).	775 to 2025/26.
		Change in cultural and arts uses in key area.	Maintain or increase provision.
		Progress of public realm improvements in key area, e.g. pedestrian and cycling environment, Chapel Market.	Improvements set out in Part G to be achieved over lifetime of plan.

Appendix 3: Monitoring

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
1, 2, 3, 5, 6, 8, 11, 14, 15, 16, 17, 18	Policy CS 6: King's Cross	Change in employment floorspace by type and location, within key area.	No overall net loss. Increase in office use in York Way and Pentonville Road.
		Change in retail floorspace in Caledonian Road local centre (to be defined in Development Management Policies).	Maintain or increase provision.
1, 2, 3, 4, 5, 6, 8, 9, 11, 14, 15, 16, 17, 18	Policy CS 7: Bunhill and Clerkenwell	Number of new jobs accommodated in key area (if data available).	3,200 to 2025/26.
		Number of additional residential dwellings completed in key area.	250 homes at King's Cross Triangle site, according to phasing to be identified in the Site Allocations. No target for remainder of key area.
		Progress of public realm improvements in key area, e.g. pedestrian and cycling environment, Caledonian Road.	Improvements set out in Part B and C to be achieved over lifetime of plan.
		Change in employment floorspace by type and size in key area.	Increase provision. Accommodation for small enterprises particularly encouraged.
		Change in retail floorspace in key area.	Maintain or increase provision.
		Number of additional residential dwellings completed in key area.	3,100 homes to 2025/26, including a wider range of dwelling types, affordable tenures and family sized homes.

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
		Change in leisure, cultural, arts and hotel uses in key area.	Increase provision.
		Number of new jobs accommodated in key area (if data available).	14,000 to 2025/26.
		Progress of public realm improvements in key area, e.g. pedestrian and cycling environment, Farringdon station area.	Improvements set out in Part H over lifetime of plan.
3, 4, 5, 6, 8, 11, 14, 15, 16	Policy CS 8: Enhancing Islington's character	Additions and losses to retail floorspace by location.	No net loss.
		Main public realm improvements outside of key areas, e.g. pedestrian and cycling environment.	Improvements set out in Part B to be achieved over lifetime of plan.
		Improvements/additions to open spaces outside of key areas.	Maintain or increase provision over lifetime of plan. Enhance existing spaces.
		Changes in employment floorspace by type and location outside of key areas.	No overall net loss.
3, 4, 16	Policy CS 9: Protecting and enhancing Islington's built environment	Changes in the number of conservation areas and listed buildings.	No target.
5, 11, 12, 16	Policy CS 10: Sustainable design	Required environmental standards of major developments approved.	Highest feasible level of Code for Sustainable Homes/Building Research Establishment Environmental

Appendix 3: Monitoring

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
		Number and proportion of car-free developments.	Assessment Methodology (BREEAM). Target levels to be set in Development Management Policies document.
		Total percentage carbon reduction from major developments.	100%.
		Number and proportion of residential schemes committed to achieving a daily water usage of 95 litres or less per person.	40% in comparison with total emissions from a building with Building Regulations 2006/ 50% where connection to Decentralised Energy (DE) network is possible.
		Number and size of schemes committed to connecting to DE networks.	100%.
		Financial contributions to offsetting CO ₂ emissions secured from new development.	All developments within proximity of a DE network.
		Number and proportion of major developments committed to incorporating Sustainable Drainage Systems (SUDS).	Development required to offset remaining CO ₂ emissions after carbon reduction measures through financial contribution to reducing CO ₂ emissions from existing building stock.
			100%.

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
13	Policy CS 11: Waste	Average proportion of CO ₂ reduction from renewable energy in major developments completed.	No target. Target is related to individual developments as in above indicator.
		Total tonnage of household waste generated, which has been sent by Islington for recycling or composting.	Increase.
		Percentage of households in Islington served by a kerbside collection of at least two recyclables.	Increase.
		Average household waste per person sent for recycling or composting/not sent for recycling or composting.	Increase waste sent for recycling or composting/ decrease waste not sent for recycling or composting.
		Proportion of waste collected by the council which is sent to landfill.	Decrease.
		Proportion of household waste in Islington sent for recycling or composting.	Increase.
		Amount of municipal waste arising, and managed by management type by waste planning authority.	No target.
		Percentage of businesses that recycle in Islington.	No target.
1, 2, 3, 9	Policy CS 12: Meeting the housing challenge	Plan period and housing targets.	From London Plan, 2008: 11,600 units from 2007/08 to 2016/17, 1,160 per annum broken down as: 9,920 or 992 per annum self contained homes; 1,330

Appendix 3: Monitoring

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
			<p>or 133 per annum non-self contained homes; 330 or 33 per annum vacant units bought back to use.</p> <p>From Draft Replacement London Plan (2009): 11,700 units from 2010/11 to 2020/21, 1,170 per annum broken down as: 9,220 or 922 per annum self contained homes; 2,500 or 250 per annum non-self contained.</p>
		<p>Net additional dwellings over the previous five year period or since the start of the relevant development plan.</p>	<p>992 self contained homes per annum under current London Plan, proposed to change to 922 conventional dwellings in Draft Replacement London Plan.</p>
		<p>Net additional dwellings for the reporting year.</p>	<p>992 self contained homes under current London Plan, proposed to change to 922 in Draft Replacement London Plan.</p>
		<p>Net additional pitches (Gypsy and Traveller accommodation).</p>	<p>No current target.</p>
		<p>Affordable housing completions.</p>	<p>50% of additional self-contained homes to be affordable. 70% of affordable housing provided to be social housing and 30% intermediate housing.</p>
		<p>Completed non-self contained units by type:</p>	<p>(i) 133 per annum under London Plan 2008 / 250 per annum from 2010/11 Draft Replacement London Plan 2009</p>

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
		<p>(i) within areas identified for student accommodation development and; (ii) outside areas identified for student accommodation.</p>	<p>(completions from the current pipeline outside the campus areas will contribute to meeting targets in any given year)</p> <p>(ii) 0 (excluding the current pipeline outside the campus areas)</p>
		<p>Number and proportion of housing schemes that:</p> <p>(i) provide 10% wheelchair housing and;</p> <p>(ii) meet flexible homes standards (contingent on developing a system to monitor various criteria).</p>	<p>(i) 100% (ii) 100%</p>
		<p>Mix of dwelling sizes provided by new developments.</p>	<p>A range of dwelling sizes to be delivered, in accordance with the Council's Planning Standards Guidelines (2000) to be carried forward and updated where appropriate in the Development Management Policies.</p>
6, 7, 8, 16	Policy CS 13: Employment spaces	<p>Total amount of additional employment floorspace – by type and size.</p> <p>Employment land available – by type.</p>	<p>Net increase in overall provision.</p> <p>No target.</p>

Appendix 3: Monitoring

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
		Total amount of floorspace for town centre uses (Use Class Orders A1, A2, B1a and D2).	Maintain or increase provision.
		Number of employment and training opportunities secured through section 106 agreements.	On-site construction training opportunities to be secured from developments as set out in Part C of policy.
		Contributions to childcare facilities from large non-residential developments.	Contributions to be secured where there is a proven need.
8, 10	Policy CS 14: Retail and services	Additions and losses to retail floorspace by location.	Maintain provision. Increase in town centres.
		Additions/losses of new hotels/visitor accommodation.	Maintain or increase provision, according to appropriate locations to be set out in Development Management Policies.
		Number of vacant shops in town centres.	No target.
3, 5, 11, 14, 15, 16	Policy CS 15: Open space and green infrastructure	Change in areas of biodiversity importance.	No net loss.
		Total area of green roofs on new developments.	Year on year increase.
		Quantity of publicly accessible open space (ha).	Increase over lifetime of plan.

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
		<p>Additions to open space provision in the borough.</p> <p>Change in area of food growing sites.</p> <p>Loss and gain of Sites of Importance for Nature Conservation (SINCs).</p> <p>Area and proportion of the borough designated as deficient in access to nature.</p> <p>Proportion of parkland which is managed for nature conservation.</p> <p>Number of open spaces achieving 'Green Flag Award' status.</p>	<p>Maintain or increase provision, particularly in priority areas identified by Map 3.12.</p> <p>Increase provision over lifetime of plan.</p> <p>No net loss.</p> <p>Reduce through improving access over lifetime of plan.</p> <p>Increase proportion over lifetime of plan.</p>
3, 5	Policy CS 16: Play space	New/ improved play spaces including in housing estates and through planning obligations (inclusion in development and financial contributions).	<p>Maintain or increase the number as a reflection of improvement to quality of open spaces sought.</p> <p>Enhance and increase provision over lifetime of plan.</p>
5	Policy CS 17: Sport and recreation provision	Additions/losses and improvements to sports facilities in the borough including progress on Queensland Road, Ironmonger Row Baths, Finsbury Leisure Centre and Sobell Centre.	<p>Maintain/improve and increase provision. Refurbishments/ redevelopments identified in Part E to be achieved within lifetime of plan.</p>

Appendix 3: Monitoring

Core Strategy objectives	Core Strategy policy	Indicator	Target/milestone/success factor
1, 2, 3, 5, 6, 8, 9, 10, 11, 12, 13,	Policy CS 18: Delivery and infrastructure	Funding secured through planning obligations for infrastructure facilities and services. Annual update of and progress against Infrastructure Delivery Plan.	Funding for needs associated with development to be secured. No target.
1	Policy CS 19: Health Impact Assessments	Number and proportion of health impact assessments for major development proposals.	100%.
	Policy CS 20: Partnership working	Review of infrastructure governance arrangement and delivery.	Local service delivery and use of assets over short, medium and long term according to timescales to be set by infrastructure providers group to be established within the Islington Strategic Partnership (ISP).

Appendix 4: Policies to be retained and removed

Appendix 4: Policies to be retained and removed

Appendix 4: Policies to be retained and removed

Existing UDP policies to be retained or removed

Table A4.1

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
Strategic policies			
ST1	Vision for the 21st Century		Yes
ST3	Overall Goals		Yes
ST4	The Environment		Yes
ST5	Housing		Yes
ST6	Economic Regeneration		Yes
ST7	Sustainable Transport		Yes
ST8	Recreation and Leisure		Yes
ST9	Shopping and Town Centres		Yes
ST10	Education		Yes
ST11	Community Services		Yes
ST12	Visitors to Islington		Yes
ST13	Design and Conservation		Yes
ST14	Implementation		Yes
ST15	Clerkenwell/Smithfield Special Policy Area		Yes
ST16	The Proposals Map		Yes
ST17	Spatial Framework		Yes
Environment			
Env1	New Developments		Yes
Env2	New Developments		Yes
Env4	Improvement Programmes	Yes	
Env5	Trees	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
Env6	Trees	Yes	
Env7	Tree Planting and Maintenance	Yes	
Env8	Vacant Sites and Buildings	Yes	
Env9	Street Furniture, Paving and the Street Scene	Yes	
Env10	Street Furniture, Paving and the Street Scene	Yes	
Env11	Advertisements and Signs	Yes	
Env12	Community Safety	Yes	
Env15	Small Children and Their Carers	Yes	
Env16	Protecting Amenity	Yes	
Env17	Protecting Amenity	Yes	
Env18	National Air Quality Strategy	Yes	
Env19	Incompatible Uses	Yes	
Env21	Nature Conservation Principles		Yes
Env22	Sites of Nature Conservation Importance		Yes
Env23	Sites of Nature Conservation Importance		Yes
Env24	New Wildlife Habitats	Yes	
Env25	Green Corridors	Yes	
Env26	Management		Yes
Env27	Management	Yes	
Env28	Management	Yes	
Env29	Local Nature Reserves	Yes	
Env32	Energy		Yes
Env33	Transport		Yes
Env35	Waste and Recycling		Yes
Env36	Waste and Recycling		Yes

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
Env37	Waste and Recycling	Yes	
Env38	Waste and Recycling		Yes
Env39	Water Resources	Yes	
Housing			
H3	New Housing and Changes of Use to Residential	Yes	
H4	Retention of Existing Housing	Yes	
H5	Conversions	Yes	
H6	Garden Land	Yes	
H7	Standards and Guidelines	Yes	
H8	The Conversion of Existing Property	Yes	
H9	The Conversion of Existing Property	Yes	
H10	New Development	Yes	
H11	New Development		Yes
H13	Non Self-Containment	Yes	
H14	Dwelling Mix, Dwelling Need and Affordable Housing		Yes
H15	Dwelling Mix, Dwelling Need and Affordable Housing		Yes
H17	Dwelling Mix, Dwelling Need and Affordable Housing		Yes
H18	Dwelling Mix, Dwelling Need and Affordable Housing		Yes
H21	Housing for Special Needs		Yes
H23	Housing for Special Needs	Yes	
Economic Regeneration			
E1	Business Development	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
E2	Business Development	Yes	
E3	Mixed Use in Business	Yes	
E4	Loss of Business Use	Yes	
E5	Other Office Uses Outside Class B1	Yes	
E6	General Industrial Use	Yes	
E7	General Industrial Use	Yes	
E8	Storage and Distribution	Yes	
E9	Storage and Distribution	Yes	
E10	Storage and Distribution	Yes	
E11	Identification of Sites for Employment Uses, and the Preparation of Planning Briefs		Yes
E12	Priority Areas		Yes
E13	Protection of Premises for Small Firms and Opportunities for Business Start-Ups	Yes	
E14	Live/Work Units and Homeworking	Yes	
E15	Live/Work Units and Homeworking	Yes	
E16	Local Recruitment and Training	Yes	
E17	Facilities for Employees	Yes	
Sustainable Transport			
T4	Reducing the Need to Travel		Yes
T6	School Travel Plan	Yes	
T7	The Road Hierarchy	Yes	
T8	Greater London Road Network	Yes	
T9	Greater London Road Network	Yes	
T10	Greater London Road Network		Yes
T12	Road Improvements	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
T13	Borough Road Network	Yes	
T14	Improvements to the Borough Road Network	Yes	
T15	Traffic Reduction on the Borough Network	Yes	
T18	Parking and Traffic Restraint	Yes	
T19	Hierarchy of Parking Need	Yes	
T20	Management of Parking Space	Yes	
T21	Non-Residential Off-Street Parking and Servicing		Yes
T22	Residential Off-Street Parking		Yes
T23	Car Free Housing		Yes
T24	Front Garden Areas	Yes	
T26	Public Car Parks	Yes	
T27	Design of Car Parks		Yes
T28	Town Centres and Retail Development		Yes
T29	On-Street Parking	Yes	
T32	On-Street Servicing	Yes	
T34	Cycle Parking	Yes	
T35	Public Transport Generally	Yes	
T36	Support for Public Transport	Yes	
T37	Buses	Yes	
T38	Railways and the Underground	Yes	
T40	Public Transport Interchanges	Yes	
T41	Public Transport Interchanges	Yes	
T42	People with Physical Disabilities	Yes	
T45	Land Use Planning	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
T46	Design Issues	Yes	
T47	Streetscape	Yes	
T48	Implementation	Yes	
T49	Meeting the Needs of People with Mobility Problems	Yes	
T51	Increased Cycle Use	Yes	
T52	Facilities for Cyclists	Yes	
T53	Audits and Monitoring	Yes	
T55	New Development	Yes	
T56	Traffic Generation and Public Transport Capacity	Yes	
Recreation and Leisure			
R1	Recreation Facilities		Yes
R2	Quantity and Accessibility of Open Space		Yes
R3	Quantity and Accessibility of Open Space		Yes
R4	Local Open Space, Green Links and Walkways		Yes
R5	Local Open Space, Green Links and Walkways	Yes	
R6	Local Open Space, Green Links and Walkways		Yes
R7	Areas of Need		Yes
R8	Areas of Need		Yes
R9	Changes of Use	Yes	
R10	Private Open Space and Playing Fields		Yes
R11	Design of Open Space	Yes	
R12	Safety and Security	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
R13	Estate Open Space	Yes	
R14	Recreational Use of the Canal		Yes
R15	Allotments and Community Gardens		Yes
R16	Metropolitan Open Land	Yes	
R17	Indoor Sports Facilities		Yes
R18	Private Sports Facilities		Yes
R19	Swimming Pools		Yes
R20	Libraries	Yes	
R21	Arts, Culture and Entertainment	Yes	
R22	New Provision	Yes	
R23	Changes of Use	Yes	
Shopping and Town Centres			
S1	The Nag's Head and the Angel Town Centre		Yes
S2	Town Centre Development		Yes
S3	Implementation	Yes	
S4	Protected Town Centre Shopping Frontages	Yes	
S5	Core Retail Frontages	Yes	
S6	Secondary Retail Frontages	Yes	
S8	Servicing	Yes	
S9	Public Transport and Car Parking		Yes
S10	Environmental Improvements		Yes
S11	Shop Window Displays	Yes	
S12	Special Needs	Yes	
S13	Camden Passage	Yes	
S14	Major Shopping Development	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
S15	Major Shopping Development	Yes	
S16	Protected Shopping Centres	Yes	
S17	Archway District Shopping Centre		Yes
S18	Changes of Use from Retail	Yes	
S19	Non-Retail Uses	Yes	
S20	Shop Window Displays	Yes	
S21	Areas Deficient in Local Shopping	Yes	
S22	Positive Action	Yes	
S23	Shops in Council Ownership	Yes	
S24	Post Offices and Chemists	Yes	
S25	Off-Street Servicing	Yes	
S26	Environmental Improvements		Yes
S27	New Retail Developments Serving Local Needs	Yes	
S28	Street Markets	Yes	
S29	Access to Shops	Yes	
S30	Loss of Retail Floorspace	Yes	
S31	A2 and A3 Uses	Yes	
Education			
Ed1	Sites and Buildings	Yes	
Ed2	Sites and Buildings	Yes	
Ed3	Sites and Buildings	Yes	
Ed4	Further and Higher Education	Yes	
Ed5	Improvements to School	Yes	
Ed6	Improvements to School	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
Ed7	Loss of Play Space		Yes
Ed8	Green Space	Yes	
Ed10	Distribution of Education Services	Yes	
Ed11	Distribution of Education Services	Yes	
Ed14	Community Use	Yes	
Ed15	Community Use	Yes	
Community Services			
C1	Day Facilities	Yes	
C2	Day Facilities	Yes	
C3	Residential Care	Yes	
C4	Community Premises	Yes	
C5	Community Premises	Yes	
C6	New Community Facilities	Yes	
C7	Siting and Design	Yes	
C8	Voluntary Organisations	Yes	
C9	Public Conveniences	Yes	
C10	Hospitals	Yes	
C11	Primary Care	Yes	
C12	Primary Care	Yes	
C13	Utility Companies	Yes	
C14	Utility Companies	Yes	
C15	Utility Companies	Yes	
C16	Public Utility Apparatus	Yes	
C17	Telecommunications Equipment	Yes	
Visitors to Islington			

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
V1	Tourist Facilities	Yes	
V2	Hotels and Other Accommodation	Yes	
V3	Hotels and Other Accommodation	Yes	
V4	Hotels and Other Accommodation	Yes	
V5	Local Employment	Yes	
V6	Traffic Generation	Yes	
V7	Buses and Coaches	Yes	
V8	Buses and Coaches	Yes	
Conservation and Design Policies			
D1	Overall Design		Yes
D3	Site Planning	Yes	
D4	Designing in Context	Yes	
D5	Townscape	Yes	
D6	Landscaping and Public Facilities	Yes	
D7	Landscaping and Public Facilities	Yes	
D8	Boundary Walls, Paving and Street Furniture	Yes	
D10	Public Art	Yes	
D11	Alterations and Extensions	Yes	
D12	Article Four Directions		Yes
D13	Shopfronts	Yes	
D17	Local Views	Yes	
D18	Local Landmarks	Yes	
D19	Conservation Areas		Yes
D20	Land Use	Yes	
D21	Control Over Demolition	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
D22	New Development	Yes	
D23	New Development	Yes	
D24	Materials	Yes	
D25	Roof Extensions	Yes	
D26	Side Extensions	Yes	
D27	Side Extensions	Yes	
D28	Rear Extensions	Yes	
D29	Basements	Yes	
D30	Porches	Yes	
D31	Boundaries	Yes	
D32	Garages	Yes	
D33	The Overall Environment	Yes	
D34	Advertisements	Yes	
D35	The Regent's Canal	Yes	
D36	The Regent's Canal	Yes	
D41	Facades	Yes	
D42	Buildings on the Local List	Yes	
D43	Archaeological Heritage	Yes	
D44	Important Archaeological Remains	Yes	
D45	Archaeological Assessment and Evaluation	Yes	
D46	Preservation in-situ of Archaeological Remains	Yes	
D47	Archaeological Excavation and Recording	Yes	
Implementation Policies			
Imp1	Local Planning		Yes

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
Imp2	Local Planning		Yes
Imp3	Enforcement		Yes
Imp4	Involving the Community		Yes
Imp5	Mixed Use	Yes	
Imp6	Efficient Use	Yes	
Imp8	Vacant Sites	Yes	
Imp9	Land Owned by Utility Companies and Public Authorities	Yes	
Imp10	Land Owned by Utility Companies and Public Authorities	Yes	
Imp11	Areas of Opportunity	Yes	
Imp12	Vacant Buildings	Yes	
Imp13	Community Benefits	Yes	
Imp14	Central London	Yes	
Imp15	Clerkenwell/Smithfield	Yes	
Imp16	Bunhill		Yes
Imp17	Finsbury Park		Yes
Imp18	King's Cross		Yes
Imp19	Archway		Yes
Imp20	Highbury Corner		Yes
Clerkenwell/Smithfield Special Policy Area			
CS1	Business Use	Yes	
CS2	Residential Use	Yes	
CS3	Control Over Demolition	Yes	
CS4	Shopfronts	Yes	
CS5	New Development	Yes	

Appendix 4: Policies to be retained and removed

UDP Policy Reference	UDP Policy Name	RETAIN	REMOVE
CS6	Roof Extensions	Yes	
CS7	Building Scale	Yes	
CS8	Street Pattern	Yes	
CS9	Front Basement Areas	Yes	
CS10	Materials	Yes	
CS11	The Streetscene	Yes	
CS12	Advertisements	Yes	
CS13	Signs	Yes	
CS14	Environmental Improvements	Yes	
CS15	Open Space	Yes	
CS16	Parking and Traffic	Yes	

Appendix 4: Policies to be retained and removed

UDP policies which have previously expired

Table A4.2

Previously expired* UDP Policy Reference	Policy Name
ST2	Housing and Affordable Housing
ST18	Key Indicators
Env3	Environmental Impact
Env13	People with Disabilities
Env14	People with Disabilities
Env20	Contaminated Land
Env30	Energy
Env31	Energy
Env34	Waste and Recycling
H1	Housing Provision
H2	Change of Use from Residential
H12	Density
H16	Dwelling Mix, Dwelling Need and Affordable Housing
H19	Residential Hostels
H20	Housing for Special Needs
H22	Housing for Special Needs
E18	Monitoring
T1	Traffic Reduction Targets
T2	Strategy and Monitoring
T3	Congestion Charging
T5	Green Travel Plans
T11	Accident Remedial Schemes

Appendix 4: Policies to be retained and removed

Previously expired* UDP Policy Reference	Policy Name
T16	Lorry Bans
T17	Local Lorry Controls
T25	Reducing Off-Street Parking
T30	On-Street Parking
T31	Waiting and Loading Restrictions
T33	Special Parking Area
T39	Channel Tunnel Rail Links
T43	Taxis
T44	Targets and Priorities
T50	Increasing Cycle Use
T54	Audits and Monitoring
S7	Improvement Strategy
Ed9	Student Accommodation
Ed12	Efficient Use
Ed13	Private Recreational Facilities
C18	Local Authority Accommodation
D2	Drawing and Design Statement
D9	High Buildings
D14	Strategic Views
D15	Strategic Views
D16	Strategic Views
D37	Buildings on the Statutory List
D38	Demolition
D39	Works or Changes of Use

Appendix 4: Policies to be retained and removed

Previously expired* UDP Policy Reference	Policy Name
D40	Neglect and Repair
Imp7	Efficient Use
Imp21	Monitoring
* Following a direction from the Government Office for London, a number of policies expired on 27 September 2007	

Appendix 5: Glossary of Terms

Appendix 5: Glossary of Terms

Glossary of Terms

- **Affordable housing:** affordable housing is housing designed to meet the needs of households whose incomes are not sufficient to allow them to access decent and appropriate housing. Affordable housing includes both social and intermediate housing.
- **Affordable retail space:** generally, a small retail unit with a rental value below the market rate (dependent on the sector and location). May also include market stalls or street booths. See also affordable workspace.
- **Affordable workspace:** generally, a workspace managed by a not-for-profit organisation, with a rental value below the market rate (dependent on the sector and location). Affordable workspace is sought to ensure diversity in supply and types of workspace in all locations. See also affordable retail space.
- **Area for Intensification:** area that has significant potential for increases in residential, employment and other uses through development of sites at higher densities with more mixed and intensive use.
- **Area Action Plan:** this is a Development Plan Document that provides a planning framework for an area of significant change or conservation.
- **Brownfield:** previously developed land which is, or has been, occupied by a permanent structure.
- **Business floorspace/buildings/development/uses:** Activities or uses that fall within the B-use class (i.e. offices, industry, or warehousing).
- **Business Improvement District:** An area where businesses agree to pay additional rates to fund improvements to the local general environment, with the aim of encouraging local economic development.
- **Car clubs:** clubs where a number of people share a pool car(s) for rent or otherwise for personal use.
- **Car-free development:** car-free development means no parking provision will be allowed on site and the occupiers will have no ability to obtain car parking permits, except for parking needed to meet the needs of disabled people. Car-free development can help to reduce traffic congestion and associated pollution from new developments.
- **Central Activities Zone:** the Central Activities Zone is the area of central London where planning policy promotes finance, tourist, specialist retail and cultural uses and activities.
- **City Fringe Opportunity Area:** Opportunity Areas are capable of accommodating substantial new jobs or homes. The City Fringe Opportunity Areas include parts of Islington, City of London, Hackney, and Tower Hamlets.
- **Commercial-led development:** Development where the majority of floorspace is for business uses.
- **Comparison goods retailers:** shops that sell items where some comparison is likely to be made before purchasing goods (e.g. clothing, carpets, electrical goods).
- **Combined Heat and Power:** the combined production of heat, usually in the form of steam, and power, usually in the form of electricity

Appendix 5: Glossary of Terms

- **Conservation areas:** an area of special architectural or historic interest whose character or appearance is protected. Conservation area guidelines have been produced to guide development decisions in each area.
- **Convenience retailers:** shops that sell everyday items such as food, drink and newspapers.
- **Core Strategy:** the Core Strategy is a development plan document setting out the long-term spatial vision for the local planning authority area and the spatial objectives and strategic policies to deliver that vision.
- **Development Plan Documents:** statutory planning documents, produced by the planning authority, that form part of the Local Development Framework, including the Core Strategy, Site Allocations, Development Management Policies and Area Action Plans.
- **Employment floorspace/buildings/development/uses:** activities or uses that generate employment, including offices, industry, warehousing, showrooms, hotels, retail, entertainment, educational, health and leisure uses (regardless of whether the end occupier is private, public or charity sector). It should be noted that some of these uses fall within the PPS4 classification of “main town centre uses” (e.g. retail, leisure, entertainment, arts, culture and tourism) and are therefore subject to Core Strategy Policy 14.
- **Employment-led development:** development where the majority of floorspace is for employment uses.
- **Fuel Poverty:** fuel poverty means spending more than 10% of a household’s income on simply keeping warm and providing basic hot water and lighting.
- **Green roofs:** green roofs are vegetated layers that sit on top of the conventional roof surfaces of a building, which can support a wide range of plant life. Green roofs can create, or improve, biodiversity, contribute to minimising flood risk, improve thermal efficiency and improve the microclimate.
- **Green infrastructure:** a network of connected, high quality, multi-functional open spaces, corridors and the links in between that provide multiple benefits for people and wildlife.
- **Grey-water recycling:** grey-water refers to waste water from showers, baths and washbasins (it does not include the more contaminated water from kitchen sinks and washing machines). As long as drinking quality is not required, this water can be treated and re-used, e.g. for flushing toilets, watering gardens and for washing machines.
- **Gyratory:** a type of road junction at which traffic enters a one-way stream around a central island.
- **Health Impact Assessment:** Health Impact Assessments consider the potential impacts of planning policies and decisions on health and health inequalities. They identify actions that can enhance the positive effects, and mitigate, or eliminate, the negative effects of developments.
- **Lifetime Homes/Flexible Homes:** a set of 16 design features to produce a stock of housing that is flexible and adaptable to meet diverse and changing needs.
- **Microclimate:** a local atmospheric zone where the climate differs from the surrounding area.

Appendix 5: Glossary of Terms

- **Mixed-use development:** provision of a mix of complementary uses, such as residential, community and leisure uses, on a site or within a particular area.
- **Mixed tenure:** to have a mix of social and private housing.
- **Open Space:** all space of public value, including public landscaped areas, parks and playing fields, and also including, not just land, but also areas of water such as rivers, lakes and reservoirs, which can offer opportunities for sport and recreation or can also act as a visual amenity and a haven for wildlife.
- **Islington Primary Care Trust/NHS Islington:** the organisation currently responsible for improving health and health services in Islington. The local leader of the NHS.
- **Islington Strategic Partnership:** brings together senior representatives from the key statutory, voluntary, community and business sectors in the borough with the aim of improving the quality of life for local people.
- **Polysystems:** a polysystem is the name given to a network of existing GP surgeries, dentists, pharmacies, social and community services, all working together in the local community with services delivered from a central hub and supported by a range of other sites.
- **Public realm:** this is the space between, and within, buildings that is publicly accessible, including streets, squares, forecourts, parks and open spaces.
- **Regeneration:** the economic, social and environmental renewal and improvement of rural and urban areas.
- **Registered Social Landlords:** a housing association, housing trust, housing cooperative or housing company that provides housing mainly for households in need, either for rent or under shared equity arrangements, and which is (currently) registered with the Housing Corporation.
- **Section 106/Planning Obligations:** planning obligations, also known as section 106 agreements, are legally binding agreements typically negotiated between local authorities and developers in the context of planning applications. They are a mechanism by which measures are secured to make acceptable development which would otherwise be unacceptable in planning terms.
- **Social housing:** housing which is affordable by all those in housing need. This is typically provided as rented accommodation through the local authority or a registered social landlord, and rents that can be charged are set by the government.
- **Spatial policies:** these focus on a specific part of the borough.
- **Strategic policies:** these policies apply to the whole borough.
- **Supplementary planning documents:** Supplementary planning documents provide supplementary information to support the policies in development plan documents. They do not form part of the development plan and are not subject to independent examination.
- **Sustainability Appraisal:** when preparing a development plan document, the council has to carry out a formal assessment of its contribution to sustainable development and assess its social, economic and environmental impacts.
- **Sustainable Community Strategy:** an important document created by the Islington Strategic Partnership which sets out a broad vision for promoting or improving the economic, social and environmental wellbeing of an area, together with proposals for delivering that vision.

Appendix 5: Glossary of Terms

- **Sustainable transport:** alternative modes of transport to the low-occupancy private car, including walking, cycling, public transport, car sharing, water transport and city car clubs.
- **Sustainable Urban Drainage System (SUDS):** a means of managing surface water drainage.
- **Urban Fabric:** the physical form of the built environment in towns and cities.
- **Urban Heat Island Effect:** the urban heat island effect causes urban areas to become several degrees hotter than surrounding rural areas.
- **Windfall sites:** a site that is not specifically allocated for development in a Development Plan, but which unexpectedly becomes available for development during the lifetime of a plan.

Acronyms

- **ATCS** Angel Town Centre Strategy
- **BID** Business Improvement District
- **BREEAM** Building Research Establishment Environmental Assessment Methodology
- **BSF** Building Schools for the Future
- **CAZ** Central Activity Zone
- **CHP** Combined Heat and Power
- **CCHP** Combined Cooling, Heat and Power
- **CIL** Community Infrastructure Levy
- **CO₂** Carbon Dioxide
- **DE** Decentralised Energy
- **DEFRA** Department of the Environment, Food and Rural Affairs
- **GLA** Greater London Authority
- **HCS** Housing Capacity Study
- **HCA** Homes and Communities Agency
- **HIA** Health Impact Assessment
- **HUDU** Healthy Urban Development Unit
- **ISP** Islington Strategic Partnership
- **LDF** Local Development Framework
- **LEP** Local Education Partnership
- **LSP** Local Strategic Partnership
- **LIGS** Locally Important Geological Sites
- **MPS** Metropolitan Police Service
- **MUGAs** Multi-Use Game Areas
- **NLWP** North London Waste Plan
- **NRF** Neighbourhood Renewal Fund
- **PCT** Primary Care Trust
- **PPG** Planning Policy Guidance
- **PPS** Planning Policy Statement
- **SCI** Statement of Community Involvement
- **SEN** Special Education Needs

Appendix 5: Glossary of Terms

- **SHMA** Strategic Housing Market Assessment
- **SHLAA** Strategic Housing Land Availability Assessment
- **SINCs** Sites of Importance for Nature Conservation
- **SMEs** Small/Medium Enterprises
- **SPD** Supplementary Planning Document
- **STS** Sustainable Transport Strategy
- **SUDS** Sustainable Urban Drainage Systems
- **TfL** Transport for London

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